उत्तर प्रदेश में अनुसूचित जाति एवम् अनुसूचित जनजातियों की शिक्षा

प्रोफेसर नरेन्द्र वैद्य
प्राचार्य एवं प्रकोष्ठाध्यक्ष

1988

अनुसूचित जाति एवं जनजाति शिक्षा प्रकोष्ठ
क्षेत्रीय शिक्षा महाविद्यालय
अजमेर—305 004 (राजस्थान)

अनुसूचित जाति एवं जनजाति शिक्षा प्रकोष्ठ

1. **प्रोफेसर नरेन्द्र वैद्य** — प्रकोष्ठाध्यक्ष
   प्राचार्य
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2. **प्रो. एम. के. गुप्ता** — सदस्य
   विज्ञान विभाग
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3. **बी. पी. अग्रवाल** — संयोजक
   प्रवक्ता-शिक्षा
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   अजमेर

अनुक्रमणिका

खण्ड-1

अध्याय 1

उत्तर प्रदेश में अनुसूचित जातियों एवं जनजातियों की दशा का परिचय

अध्याय 2

अनुसूचित जातियों/अनुसूचित जनजातियों की शिक्षा

अध्याय 3

अनुसूचित जाति/अनुसूचित जनजातियों की शिक्षा के विशेष प्रावधान

अध्याय 4

अनुसूचित जाति/अनुसूचित जनजातियों की शिक्षा सम्बन्धी समस्याएं एवं समाधान

अध्याय 1

उत्तर प्रदेश में अनुसूचित जातियों एवं जनजातियों की दशा का परिचय

1.0 प्रस्तावना :-

भारत का विशाल जन समुदाय, धर्मों, जातियों, संस्कृतियों और भाषाओं के आधार पर विभिन्न वर्गों में बटा हुआ है। यही स्थिति भारत के विभिन्न राज्यों में पायी जाती है। उत्तर प्रदेश भी इसका अपवाद नहीं है।

उत्तर प्रदेश सर्वाधिक जन संख्या वाला राज्य है। इसकी आबादी मे एक छोटा वर्ग ऐसा भी है जो सदियों से निरन्तर उपेक्षित तथा अविकसित रहा है। हिन्दुओं में व्याप्त 'अस्पृश्यता' की भावना और उच्चवर्गीय जनों में आभिजात्य गर्व के कारण यह उपेक्षित वर्ग भारतीय समाज की मुख्य धारा से अलग रहा। इसका एक प्रमुख कारण यह भी रहा कि हिन्दुओं के ब्राह्मण वर्ग ने

कुछ ऐसी व्यवस्थाएं दे दी थीं कि यह वर्ग शिक्षा के अधिकार से वंचित रहा । यह स्वाभाविक था कि उनका मानसिक विकास भी अवरूद्ध हो जाय ।

आजादी प्राप्त कर लेने और संविधान बनने पर इस वर्ग के सर्वांगीण विकास के लिए प्रयत्न आरंभ हुए । इस वर्ग को अब 'अनुसूचित जाति/अनुसूचित जनजाति' के नाम से पुकारा जाता है ।

यह अनुभव किया गया है कि शिक्षा ही एक मात्र ऐसा साधन है जिसके द्वारा अनुसूचित जाति । अनुसूचित जन जातियों का उन्नयन संभव है । शिक्षा के द्वारा इनमें आत्म सम्मान, आत्म-विश्वास और सृजन की शक्ति को जाग्रत किया जा सकता है । पढ़-लिखकर वे ज्ञान-विज्ञान की गतिविधियों से परिचित हो सकते हैं । सबसे बड़ी आवश्यकता उनके दृष्टिकोण परिवर्तन की है । शिक्षा ही यह परिवर्तन ला सकेगी और उन्हें इस योग्य बना सकेगी कि वे भारतीय समाज में अपना महत्वपूर्ण स्थान बना सके ।

उत्तर प्रदेश में अनुसूचित जाति एवं अनुसूचित जन जातियों के लोग संख्या में कम है और वे भी राज्य के सारे क्षेत्रफल में बिखरे हुए हैं । उनके शैक्षिक विकास के लिए राज्य सरकार ने आर्थिक प्रावधान किये हैं और ऐसी व्यवस्थाएं की है जिससे उन जातियों के बालक-बालिकाओं तथा नव युवकों को हर स्तर पर शिक्षा की सुविधाएँ सुलभ हो सकें । इस सामान्य शिक्षा के अतिरिक्त इन लोगों के लिए व्यावसायिक शिक्षा का भी प्रबन्ध है । उद्देश्य यह है कि विभिन्न पेशों का प्रशिक्षण प्राप्त करके इन जातियों के नव युवक धनोपार्जन में समर्थ हों । उन्हें गरीबी की रेखा के ऊपर ले जाने में इस योजना से सहायता मिलेगी ।

उत्तर प्रदेश में इन जातियों की शिक्षा के लिये किये गये प्रयत्न केवल राज्य सरकार तक सीमित नहीं है । स्वैच्छिक संस्थाओं ने इस कार्य में महत्वपूर्ण योगदान दिया है । आजादी से पहले गांधी जी की प्रेरणा से वे इस कार्य में जुटी थी और आज भी वे इस दिशा में कार्यरत हैं ।

प्रस्तुत 'लघु पुस्तिका' में अनुसूचित/अनुसूचित जन जातियों के शैक्षिक उत्थान के लिए उत्तर प्रदेश में किये गये प्रयासों का संक्षिप्त विवरण दिया गया है । इससे वर्तमान स्थिति को समझने में सहायता मिलेगी ।

1.1 अनुसूचित जाति अनुसूचित जन-जातियों के लिये संवैधानिक प्रावधान—

जब हमारे राष्ट्र निर्माताओं ने संविधान का निर्माण किया तो उन्होंने सदियों से चली आ रही वर्ण-व्यवस्था में सबसे निकृष्ट समझी जाने वाली जाति अर्थात शूद्रों के विषय में भी विस्तार से विचार-विमर्श किया। उन्होंने समाज में घृणित तथा अछूत शूद्र वर्ग की भिन्न-भिन्न जातियों के उत्थान के लिये संविधान में विशेष प्रावधान किये जिससे उनको किसी प्रकार से हीन न समझा जावे तथा समाज के अन्य वर्गों के समान ही उनको भी समझा जावे।

सर्वप्रथम तो संविधान के प्राकथन में ही सभी देशवासियों को सब प्रकार से समान समझने के संदर्भ में सभी नागरिकों को न्याय, चाहे वह सामाजिक, आर्थिक अथवा राजनैतिक किसी प्रकार का क्यों न हो समान रूप से दिया जावेगा। सभी नागरिकों को विचारों, अभिव्यक्ति, विश्वासों तथा पूजा की स्वतंत्रता होगी। उनको स्तर तथा अवसरों की भी समानता प्रदान की गई। इस प्रकार सभी जातियाँ चाहे वे किसी भी वर्ण के अन्तर्गत आती हो सभी प्रकार से समान होगी। उपर्युक्त विचारों की अनुच्छेद 15 के द्वारा संरक्षित किया गया।

शूद्र वर्ण के अन्तर्गत अनुसूचित जातियाँ तथा भौगोलिक तथा अन्य सामाजिक कारणों से अलग-अलग पड़ी हुई जन-जातियाँ को समाज में सवर्णों के समतुल्य करने हेतु भी अन्य विशेष प्रावधान संविधान के अनुच्छेद 46 के अन्तर्गत किया गया। इस के अनुसार कहा गया कि "राज्य जनता के दुर्बलतम वर्गों विशेष कर अनुसूचित जाति तथा अनुसूचित जन जातियों की शिक्षा तथा उनके आर्थिक हितों के लिये विशेष सावधानी से उन्नयन करेगा, तथा उनके सामाजिक अन्याय तथा सभी प्रकार के शोषण से संरक्षण प्रदान करेगा।

अनुसूचित जातियों, जन जातियाँ तथा अन्य पिछड़े वर्ग के **लोग** सदियों से भारतीय मनीषियों ऋषिओं द्वारा वर्ण व्यवस्था के अन्तर्गत त्रस्त होने के फलस्वरूप छोटे-छोटेवर्गों में विभक्त हो गये थे तथा उनकी धार्मिक प्रवृत्ति तथा सांस्कृतिक धरोहर अलग पड़ गई थी यदि वे चाहें तो संविधान के अनुच्छेद 30 के अन्तर्गत अल्पसंख्यक वर्ग बिना किसी धर्म तथा भाषा के भेद भाव के वे अपने लिये शैक्षिक संस्थान खोल तथा उनका प्रशासन कर सकेंगे।

इसी प्रकार अनुच्छेद 330 एवं 332 के अनुसार अनुसूचित जातियों तथा जन जातियों के प्रतिनिधियों के लिये संसद में स्थान आरक्षित किये गये। इस प्रकार जन जातियाँ व अनुसूचित जातियों के सदस्य अपने सामाजिक, राजनैतिक, आर्थिक तथा अन्य सभी प्रकार के हितों की रक्षा कर सकेंगे।

वर्ण व्यवस्था के अन्तर्गत तथा सामाजिक कुरीतिओं के फलस्वरूप समाज के अन्य वर्ग इन अनुसूचित जाति के लोगों को अस्पृश्य समझते थे. उसके लिये संविधान में अनुच्छेद 17 के अन्तर्गत अस्पृश्यता का निवारण करके उसको दण्डनीय कानून बना दिया गया तथा उनको अन्य वर्णों व जातियों के समान समझा गया।

1.2 उत्तर प्रदेश में अनुसूचित जाति/अनुसूचित जनजातियाँ—

अनुसूचित जातियाँ- उत्तर प्रदेश में 66 जातियों को अनुसूचित जाति स्वीकार किया गया है। सन् 1981 की जनगणना के अनुसार इनकी जन संख्या 2, 34, 63339 है जो कुल आबादी का 21 प्रतिशत है। इस जाति के सदस्य पहाड़ी-मैदानों, गाँव और शहर-सभी जगह बसे हुए हैं। यह लोग अपने को भिन्न-भिन्न जातीय नामों से पुकारते हैं। इनमें से अधिकांश अस्पृश्य माने जाते हैं। निर्धनता के कारण इनका जीवन स्तर नीचा रहा है और उच्चवर्गीय लोग इनका निरन्तर शोषण करते आये हैं। भारत में स्वतंत्रता का आन्दोलन छिड़ने पर महात्मा गांधी ने इनकी दयनीय दशा पर ध्यान दिया। वे अस्पृश्यता को समाज का कोढ़ मानते थे। उनके प्रयास से इनके प्रति उच्च-वर्गीय जनों के दृष्टि-कोण में अन्तर आया है परन्तु आज भी गांवों में इन्हें सम्मानपूर्ण स्थान नहीं प्राप्त है। आये दिन समाचार पत्रों में ऐसे समाचार आते हैं, जिनके द्वारा उनके प्रति किये गये अमानुषिक अत्याचारों की जानकारी मिलती है। वोट की राजनीति से इनमें अब जागृति आती जा रही है परन्तु यह जागृति उन्हें वर्ग संघर्ष के लिये प्रेरित कर रही है। वर्ग संघर्ष को बढ़ावा देने के लिये अंग्रेज सरकार ने अनुसूचित जातियों को पृथक् प्रतिनिधित्व देकर हिन्दू समाज से अलग करने की चेष्टा की थी। गाँधी जी के विरोध से ऐसा नहीं हो पाया था। आज भी, यदि इन जातियों को समाज में उचित सम्मान न मिला तो वर्ग संघर्ष की संभावना बढ़ेगी।

1.3 प्रमुख अनुसूचित जातियाँ—

उत्तर प्रदेश में राज्य सरकार द्वारा मान्य 66 अनुसूचित जातियाँ हैं। उनकी सूची निम्न-लिखित है—

अगरियां, बादी, बधिक, बहेलिया, बैंगा, बंसबार, बजनिया, बाजगी, बलहर, बलई, बाल्मीकि, बंगाली, बनमानुष, बॉंसफोट, बदवार, बगोर, बावरिया, बेलदर, बेड़िया, भॉंत, भुइयार, भुइया, बोरिया, चमार (जाटव), चेरो, दबगर, धामड़, धानुक, धरकार, धोबी डोम, डोमर, दुसाद, धरमी, धसिया, ग्वाल, हबूडा, हरी, हेला, कलाबाज, कंजड़, कपारिया, करवल, खैरहा, खरोट, खरवार, खटिक, कोल, कोरवा, लालबेगिया, मजहबी, मुसहर, नट, पंखा, परहिया, पासी, पतरी, रावत, सहमारीया, सनौरिया, सांसिया, शिल्पकार, तुरैहा, मझवार, कोरी और गोंड ।

1.3.1 अनुसूचित जातियों की विशेषताएँ—

जातियों की प्रमुख विशेषताएँ निम्नलिखित हैं—

1. स्वतन्त्रता से पूर्व इनमें से प्रायः सभी जातियाँ अस्पृश्य समझी जाती थी । सवर्ण जन इन के साथ बराबर बैठना, इनका छुआ भोजन, पानी, लेना या इनमें विवाह करना हेय और त्याज्य मानते है ।

2. इन जातियों के सदस्य गाँवों में आम समाज के साथ रहते है परन्तु प्रत्येक गाँव में उनकी बस्ती अलग होती है । शहरों में भी यही स्थिति है ।

3. आर्थिक दृष्टि से यह सदा से कमजोर रहते आये हैं । उनका मुख्य पेशा मजदूरी होता है । वे भोजन-वस्त्र कठिनाई से जुटा पाते हैं । उनके आवास बहुत छोटे, मिट्टी और फूस छप्पर के बने होते हैं । अन्य भौतिक सुविधाएं इन्हें उपलब्ध नहीं होती । इन जातियों में कुछ ऐसा है जो वंश परम्परा से एक ही पेशा करती आयी है और वे मजदूरी न करके अपने पेशे से लगाव रखते हुए उसी में लगे रहते है । इनका पेशा गन्दा और घृणित होने के कारण भी अस्पृश्यता को बढावा मिला है । उदाहरण के लिए चमार जाति पशुओं की खाल निकालने तथा जूते बनाने का काम, पासी सूअर पालने का काम, डोम मरे जानवर ले जाने और उनका मल-मूत्र साफ करने का काम, धोबी वस्त्र धोने का काम, बाल्मीकि मल-मूत्र साफ करने का काम, तुरैहा विवाहों में बाजे बजाने का काम, और बहेलिया पक्षी पकड़ने का काम करते आये हैं ।

4. अशिक्षा इस जाति-वर्ग में सर्वाधिक होने से इनका जीवन स्तर पशुओं के स्तर से कुछ ही ऊँचा है । स्वतन्त्रता के पश्चात् अनुसूचित जातियाँ हिन्दू और सिख धर्मावलम्बी ही मानी जाती है । उत्तर प्रदेश में राज्य सरकार की यही मान्यता है । उसके अनुसार‥‥"जो व्यक्ति हिन्दू और सिक्ख धर्म किसी भी धर्म को मानता है, वह उत्तर प्रदेश में 'अनुसूचित

जाति का सदस्य नहीं माना जायगा ।[1] इनमें जाग्रति हुई है परन्तु वे राज्य द्वारा प्रदत्त सुविधाओं का लाभ पूरी तरह उठा नहीं पा रहे हैं ।

5. 'अनुसूचित' शब्द का प्रयोग इन जातियों के लिए एक प्रकार का ऐसा धब्बा है जो इन्हें सम्मान से वंचित करता है । 'हरिजन' शब्द भी ऐसा ही हैं । इसलिए पढ़ने-लिखने के बाद इन जातियों के सदस्य अपने नाम के साथ 'जाति' का नाम जोड़ना पसन्द नहीं करते । नगरों में वे अपनी जाति की घोषणा नहीं करते । यदि 'राज्य सरकार' से सुविधा प्राप्त करना हो तो वे जाति का उल्लेख करते हैं ।

1.4 प्रमुख अनुसूचित जनजातियाँ -

उत्तर प्रदेश की जनजातियाँ पूरे राज्य में उस प्रकार समान रूप से गांव-गांव में नहीं बसी हुई हैं, जैसे अनुसूचित जातियाँ । यह प्रदेश के 12 जिलों में जो तराई और पर्वतीय क्षेत्र के हैं, बसी हुई है । इनकी 85 प्रतिशत जन संख्या पर्वतीय जनपदों में निवास करती है ।[2]

प्रदेश में पाँच जनजातियाँ हैं—थारू, बोक्सा, भोटिया, जौनसारी एवं राजी । संविधान के अन्तर्गत जून 1967 में इन्हें अनुसूचित जनजाति घोषित किया गया था । राजी बोक्सा को आदिम समूह (प्रिमिटिव ग्रुप) के अन्तर्गत भी माना गया है । सन् 1981 की जन गणना के अनुसार इन सभी जनजातियों की संख्या 2, 32, 705 है । इनमें से 1, 81, 644 पहाड़ी क्षेत्रों में और 51, 061 मैदानी क्षेत्रों में रहते हैं । इन जातियों की जनसंख्या और प्रदेश में उनका वितरण निम्न प्रकार से है :—

जनजाति	**जनसंख्या**	**प्रदेश के जन पद**
भोटिया	24029	अलमोड़ा, चमोली, पिथौरागढ़ तथा उत्तर काशी
बोक्सा	31037	देहरादून, नैनीताल पौड़ीगढ़वाल (पहाड़ी)
	3,308	बिजनौर (मैदानी) काल सी
जौनसारी	63210	देहरादून (चकराता काल सी)
राजी	371	पिथौरागढ़ के धार चूला डीडीहाट चम्पावत, कनाली छीना विकास खण्ड

1. निदेशालय हरिजन एवं कल्याण विभाग, उत्तर प्रदेश द्वारा प्रसारित (85-86) की पुस्तिका से ।
2. उत्तर प्रदेश के जनपदवार विकास खण्डों की सूची—प्रस्तावना, आर. चद्रा, निदेशक हरिजन एवं समाज कल्याण विभाग उ. प्र. लखनऊ

थारू	53406	नैनीताल के सितार गंज एवं खटीला जनपद (पहाड़ी)
	47753	लखीमपुर, खीरी, गोण्डा, बहराइच, गोरखपुर (मैदानी)

4.1.1 अनुसूचित जनजातियों का परिचय—

यद्यपि उ. प्र. में अनेक आदिवासी जातियाँ निवास करती हैं परन्तु उनमें से केवल पाँच को संविधान में अनुसूचित किया गया है तथा 1967 के बाद से उन्हें अनुसूचित जनजाति के नाम से जाना जाता है। ये जातियाँ हैं—

भोटिया
बुक्सा
जौनसारी
राजी
थारु

उ. प्र. की जनजातियाँ दो सुस्पष्ट क्षेत्रों में पाई जाती हैं। अत्यधिक उच्च हिमालय पर्वत शृंखलाओं में पाई जाने वाली व्यापारी जनजाति भोटिया तथा जौनसारी व राजी जनजातियाँ गढ़वाल तथा कुमायूँ मन्डलों के अन्तर-राष्ट्रीय सीमा को छूते हुये चमौली व पिथौरागढ़ जिला एवं उत्तर काशी व देरादून के पर्वतीय क्षेत्रों में पाई जाती है। बुक्सा तथा थारु आदिवासी उ. प्र. के तराई भामर क्षेत्र में पाई जाती हैं जो हिमालय की तराई में नैनीताल जिले से प्रारम्भ होकर गोरखपुर जनपद तक फैला हुआ है। थारु जाति नैनीताल, खीरी, बहराइच गौंडा व गोरखपुर जनपदों में पाई जाती है तथा बुक्सा जनजाति बिजनौर जनपद में मिलती है। संख्या की दृष्टि से जौनसारी उ. प्र. की सबसे बड़ी जनजाति है। थारु, भोटिया, बुक्सा तथा राजी की जनसंख्या कम है। देहरादून तथा नैनीताल जनपदों में प्रान्त की अधिकांश जनजातियाँ रहती हैं।

1. **भोटिया**—यह जनजाति प्रान्त के उत्तराखण्ड के उत्तरी भाग में पाई जाती है जहाँ भारत वर्ष दक्षिणी तिब्बत से मिलता है। प्रान्त के उत्तर तथा उ. पूर्व में स्थित अलमोड़ा, चमोली, पिथरौगढ़ व उत्तर, काशी जनपदों में भोटिया बहुतायत से निवास करते हैं। भौगोलिक दृष्टि से यह क्षेत्र उबड़-खावड़ पर्वतीय व ठण्डा है, इसकी भूमि पत्थरीली व आने जाने के कम साधन है। इन कारणों से भोटिया लोगों के सांस्कृतिक व भाषाई विशिष्टताएं उत्पन्न हो गई हैं। यह एक घूमन्तू जाति है जो कि मौसम के अनुसार अपना निवास परिवर्तित करती है। शीत ऋतु में अपने पशुओं व परिवार सहित ये लोग ऊँची चोटियों से निम्न पर्वतीय स्थलों के आ जाते हैं तथा कुछ समय के लिए

जब बर्फ पिघलती है व शीत कम होने पर अपने मूल स्थान को चले जाते हैं। भोटिया शारीरिक दृष्टि से सुदृढ़ तथा नाटे होते हैं। इनकी मुखाकृति मंगोलों जैसी है गौरवर्ण तथा गहरी भूरी आँखों वाले होते हैं। इनकी अलग उपभाषा या बोली है जो कि भोट या भोटी भाषा के नाम से जानते हैं। यह भाषा तिब्बती व चीन भाषा परिवार से सम्बन्धित है। इनके परिवार पितृ सत्ता वाले परन्तु स्त्री के प्रभाव से युक्त होते हैं। इस जाति में रंग भंग नाम एक परम्परागत संस्था है जिसमें युवक व युवतियाँ एक दूसरे से मिलते तथा परिचित होते हैं। पूर्व वैवाहिक सम्बन्ध भी देखे गये हैं तथा रंग भंग के माध्यम से वैवाहिक सम्बन्ध स्थापित होते हैं परन्तु अब धीरे धीरे यह संस्था समाप्त हो रही है। आर्थिक दृष्टि से कृषि तथा व्यापार पर निर्भर है परन्तु चीन द्वारा तिब्बत के अधिग्रहण के बाद भोटिओं का व्यापार प्रायः समाप्त हो गया तथा तब से ये आर्थिक समस्याओं से ग्रस्त हैं। भोटिया क्षेत्र की जलवायु व भूमि कृषि के लिए अनुकूल नहीं है इसलिए वर्तमान में भोटियों को अनेक समस्याओं का सामना करना पड़ रहा है।

2. **जौनसारी**—उ. प्र. के उत्तर पश्चिमी किनारे व कोने पर स्थित जनपद देहरादून जौनसारी जनजाति का निवास स्थल है। देहरादून जनपद के मैदानी क्षेत्र जिसे दून घाटी कहते है ये जौनसारी नहीं प्राप्य है। तहसील चकराता वाले इस जनपद के पर्वतीय क्षेत्र में कालसी व चकराता विकास खण्डों में विश्वविख्यात आदिवासी क्षेत्र में जौनसार-बावरा स्थित है। यह क्षेत्र 2000 फीट से 7000 फीट की ऊँचाई वाली पर्वत निरन्तर शृंखलाओं में सकरे दर्रों से युक्त क्षेत्र में जहाँ मौसम कुछ ठण्डा रहता हो जौनसारी आदिवासी पाये जाते हैं। 1981 की जनगणना के आधार पर इनकी जनसंख्या 76005 है जो कि सम्पूर्ण जनपद की संख्या का 10% मात्र है।

जौनसारी जाति कई आदिवासी जातिओं का एक समूह है जैसे खस (राजपूत व ब्राह्मण), कामगर जातियाँ जैसे लुहार, सुनार, बाड़ी, ओड़ तथा बानगी आदि, और निम्नतम समझे जाने वाली अस्पृश्य जातियाँ जैसी भंगी, डोम, कोली, कोई व कोल्टा। खस सामान्यतः लम्बे, सुन्दर, गौरवर्ण, लम्बे चेहरे व सिर वाले होते हैं। इनके नेत्र सुन्दर व नीली छटा वाले, बाल घुघंराले व शरीर के समस्त अंग सन्तुलित अनुपात वाले होते है। स्त्रियाँ लम्बी छरहरी व आकर्षक होती हैं। प्रजाति दृष्टि से ये इण्डो-आर्यन समूह से सम्बन्धित है। इनकी भाषा व बोली गढ़वाली हिन्दी भिन्न है। इनके सामाजिक संगठन में तीन स्तर है। ब्राह्मण व राजपूत आर्थिक व सामाजिक दृष्टि से से समतुल्य है ये क्षेत्र के जमींदार व प्रभावी लोग होते है। कोल्टा सबसे निम्न स्तर की जाति मानी गई है। यह भूमिहीन मजदूर व निर्धन लोग होते हैं जो पीढ़ीदर पीढ़ी खस परिवारों के साथ दास के रूप में बँधे हुए हैं। अस्पृश्यता ने इनकी स्थिति को और भी बिगाड़ दिया है। कोल्टा स्त्री स्वर्ण आभूषण धारण नहीं कर सकती। निर्धनता के कारण ये खस परिवारों के कर्ज में डूबे है।

जौनसारी विवाह कई भाईयों के साथ एक स्त्री एक प्रकार की सम्पदा होती है। यद्यपि विवाह संस्कार सबसे बड़े भाई के साथ होता है परन्तु अन्य भी तत्काल उसके पति बन कर विवाह को वहुपति विवाह का रूप देते हैं और सभी भाईयों का श्रम, उत्पादकता व यौन सम्मिलित हो जाता है। कहीं कहीं जब भाईयों की आयु में अत्यधिक अन्तर होने पर 2 पत्निओं का भी प्रावधान किया जा सकता है। स्त्रिओं को विवाह रोकने का भी अधिकार है, परन्तु इस स्थित में नये पति को पुराने पतिओं को कुछ मूल्य चुकाना पड़ता है। इस पारिवारिक व्यवस्था में कोई भाई पत्नी, भूमि, भवन, पशुधन आदि पर अपना एक छत्र अधिकार नही रख सकता है।

यह एक खेतहर जाति है। जौनसारी मदिरा व माँस के बहुत शौकीन होते हैं।

3. **थारू**—उत्तर प्रदेश के तराई जनपदों के नेपाल को स्पर्श करते हुए, उत्तरी भागों मे थारू आदिवासी रहते हैं। इनकी सर्वाधिक संख्या नैनीताल जनपद की खटीमा तहसील के ग्रामीण व वन क्षेत्रों में स्थित है। प्रजाति दृष्टि से ये मिश्रित व्यक्ति हैं। इनकी आँखे तिरछी व कटी हुई, रंग हल्का भूरा, चहेरे व शरीर पर सीधे परन्तु बहुत कम बाल, पतली (तीखी) नाक नक्श, इन्हें नेपाली व्यक्तिओं जैसा बना देती है। इनकी स्त्रियों की शारीरिक संरचना (गठन) श्रेष्टतर होती है। यह मंगोली प्रकार से लगाते हैं परन्तु इन में अन्य लक्षण भी पर्याप्त मात्रा में आ गये हैं। उ. प्र. में थारू जाति की 37 उपजातियाँ पाई जाती हैं, जिनमें नैनीताल खीरी जनपदों के एक थारू अधिक प्रभावी माने जाते हैं। इन के परिवार असाधारण रूप से बड़े व संयुक्त प्रकृति के होते है जिनमें 5-7 पीढ़ियों तक बँटवारा नहीं होता। थारु जाति में स्त्रियाँ अधिक प्रभावी होती है। बाजार का कार्य स्त्रियाँ ही करती हैं वे धूमपान व मदिरा पान भी करती हैं। मछली पकड़ना भी थारु स्त्रियों का ही कार्य है, जबकि शिकार व जाल ले जाना पुरुषों का कार्य है। इनमें बाल विवाह सामान्य है। स्त्री प्रधान होने के कारण इनमें तलाक सरल है और कन्या का जन्म प्रसन्नता का विषय है तथा बालिकाओं के लालन-पालन में बालकों की तरह ही ध्यान रखा जाता है। अन्य जनजातिओं की अपेक्षा आर्थिक स्थिति अच्छी है क्योंकि एक वे अच्छे कृषक व दूसरे वे संयुक्त परिवारों में रहते हैं। थारू मांस मछली व मदिरा को भोजन में महत्वपूर्ण स्थान देते है। तराई क्षेत्र में आवागमन की सुविधा होने तथा आजादी के शरणार्थिओं को बसाने से थारूओं की समस्याएं बढ़ गई है। उनकी अधिकांश भूमि हड़प ली गई है।

4. **राजी**—राजी पिथौरागढ़ जनपद की डीडीहाट कनाली छिना, धार चूला तहसीलों में पाई जाने वाली उ. प्र. की सबसे छोटी अनुसूचित जनजाति है। यह एकान्तर वनों में रहने वाली जाति है जिन्हें किरातों का वंशज कहा जाता है। ये नेपाल में भी पाये जाते हैं। ये गैर आदिवासी लोगों से मिलना जुलना पसंद नहीं करते। कुछ समय पूर्व तक ये लोगों को देखकर के छिप जाते थे

इसलिए इन्हें भारत के सर्वाधिक शर्मीले लोगों के रूप में जाना जाता है, ये अत्यधिक घूमने वाले होते हैं। ये एक जंगल से दूसरे में जाते ही रहते हैं। इसलिए इनका अब तक कोई नियत निवास स्थान नहीं है। ये अल्प मात्र में कृषि व मजदूरी भी करते हैं, परन्तु अधिकतर वन उपज से जीविका चलाते हैं। मछली व जंगली पशुओं का शिकार भी करते हैं। ये अपने परिवार में तीन पीढ़ीओं तक विवाह नहीं करते हैं तथा इन में कहीं बहुपति प्रथा भी पाई जाती हे विधवा विवाह तथा तलाक की प्रथा भी नही है। हिन्दू देवताओं जैसे महादेव, गौरी व गंगा की ये पूजा करते हैं। पशु ही इनकी पूंजी हे इसके अतिरिक्त इनके पास कोई सम्पति नहीं होती। परिवार में स्त्री व पुरुष का स्तर समान हे। इनका जीवन पीढ़ी दर पीढ़ी निर्धनता में व्यतीत हो रहा है। शिक्षा से ये पूरी तरह दूर हैं। इन्हें अस्पृश्य नहीं माना जाता है व निर्धनता ही सबसे बड़ी समस्या है।

5. **बोक्सा** --थारु की भाँति बोक्सा भी मंगोली प्रजाति से सम्बन्धित होते हैं इसलिए कुछ मानव वैज्ञानिक इन्हें थारु से सम्बन्धित मानते हैं। थारु की भाँति ये स्वयं को राजपूतों का वंशज मानते हैं। ये उ. प्र. के तराई जनपद बिजनौर में पाये जाते हैं। इनके समाज में वर्ग भेद नहीं है परन्तु इनका नियन्त्रण एक इनकी पंचायत संस्था करती है। थारुओं की भाँति ये भी संयुक्त परिवारों में रहते हैं परन्तु इनकी स्त्रियों थारु स्त्रियों की भाँति परिवार पर प्रभुत्व नहीं रखती हे। ये अत्यन्त परिश्रमी होते हैं तथा अपने घर को सुन्दर ढंग से सजा करके रखती हैं। ये 16 वर्ष की आयु के बाद ही प्राय: विवाह करते हैं। ये भी शिव तथा दुर्गा जैसे हिन्दू देवी देवताओं की पूजा करते हैं परन्तु इनके अन्य अपने देवी देवता भी हैं। ये माँस के शौकीन होते हैं परन्तु मदिरा का सेवन प्राय: नहीं करते हैं। थारु आर्थिक व शैक्षिक दृष्टि से अधिक पिछड़े हुए हैं। यद्यपि ये कृषक हैं परन्तु इनके पास भूमि बहुत कम तथा जोत बहुत छोटी होती है। निर्धनता के कारण ये कर्ज में डूबे हुए हैं। इनके क्षेत्र में यातायात की सुविधा बढ़ने से बाहरी लोगों के आ जाने की इनकी अर्थव्यवस्था पर प्रतिकूल प्रभाव पड़ा है क्योंकि धीरे धीरे इनकी भूमि इनके हाथ से निकलती जा रही है।

अनुसूचित जनजातियों की विशेषताएं :—

1. भोटिया जौनसारी और थारू जातियाँ अपनी अलग पहचान रखती हैं। भोटिया यायावर, पशुपालक और कुछ अंशों तक खेतिहर हैं। पहले यह तिब्बत से व्यापार करते थे परन्तु चीन का आधिपत्य वहाँ हो जाने पर उनका यह काम बन्द हो गया। जौनसारी जाति की प्रमुख सामाजिक विशेषता है बहुपति विवाह। इनकी आजीविका का साधन कृषि है। इनका समाज तीन स्तरों में बंटा है--खस वर्ग इनका उच्च स्तरीय समाज है जो हिन्दू ब्राह्मण और राजपूतों के समकक्ष है और 'कोल्टा' निम्न स्तर है। थारू जाति कृषि-कार्य पर निर्भर है।

2. यह जनजातियां राष्ट्र की प्रमुख धारा से अलग रहती आयी हैं । अशिक्षा, गरीबी, भौगोलिक दशा जिसमें वे रहते है, भाषा की कठिनाई और शासन की उपेक्षा के कारण इनका जन-जीवन भारत के राष्ट्रीय जीवन के विशाल समुद्र मे अलग-अलग द्वीपों के रूप में स्थित हैं । सामाजिक और राजनैतिक आन्दोलनों का इन पर प्रभाव नहीं पड़ा है ।

3. इनकी भाषाएँ, बोली के रूप में है और उनमें लिखित साहित्य नहीं है । इनकी शिक्षा के मार्ग में भाषा का समुन्नत न होना एक बाधक तत्व रहा है ।

4. यह जातियां 'रूढ़ि' और 'परम्परा' की शिकार हैं । इसलिए वैज्ञानिक चिन्तन का इनमें अभाव है । वे परिवर्तन का विरोध करती हैं और अपने प्राचीन व्यक्तित्व को खोना नहीं चाहती । शिक्षा की सुविधाएँ भी यह लोग नहीं उठाना चाहते क्योंकि शिक्षित नव युवक अपनी संस्कृति से कट कर अपनी पहचान खो देते हैं । पुरानी पीढ़ी, इसलिए शिक्षा का विरोध करती है ।

5. जन-जातियों में बाल-विवाह की प्रधानता है और स्त्रियों का प्रभुत्व अधिक है। थारु जाति की यह प्रमुख विशेषता है ।

अध्याय २

अनुसूचित जातियों/अनुसूचित जनजातियों की शिक्षा

2.0 प्रस्तावना :--

हमारे देश में अनुसूचित जातियाँ/अनुसूचित जनजातियाँ शिक्षा की दृष्टि से काफी पिछड़ी हुई हैं। इसका मुख्य कारण यह रहा कि अनुसूचित जातियां वर्ण व्यवस्था के आधार पर समाज के अन्य वर्गों से पृथक रहीं जबकि अनुसूचित जनजातियाँ भौगोलिक दृष्टि से समाज की दृष्टि में ओझल रहीं। अत: देश की स्वतन्त्रता प्राप्ति के बाद सरकार का ध्यान इनकी शिक्षा व्यवस्था पर गया। इन दोनों जातियों के लिये समाज के अन्य वर्गों की तरह ही उनको अधिकार व समानता प्रदान कर अस्पृश्यता का निवारण सभी विद्यालयों व संस्थाओं में उनके लिये उनकी जन-संख्या की दृष्टि से उसी अनुपात स्थान आरक्षित किये गये। उनको इसके साथ-साथ आर्थिक सहायता भी प्रदान की गई। अनुसूचित जातियों के लिये उनकी जनसंख्या के अनुपात में उ. प्र. में शैक्षिक संस्थान में उनके आरक्षण का प्रतिशत 18 रखा गया है। अनुसूचित जनजातियों की संख्या के आधार पर उनका आरक्षण का प्रतिशत 2 है। इसके साथ-साथ उनके लिये अन्य व्यवस्था भी की गई। इस सब पर ऐतिहासिक दृष्टि से देखना आवश्यक है।

2.1 अनुसूचित जातियों में साक्षरता :-

अस्पृश्यता होने के कारण अनुसूचित जातियों को अन्य वर्गों से भिन्न समझा जाता रहा, इससे ये भी जनजातियों की तरह कुछ पृथक होगे। स्वतन्त्रता के बाद अस्पृश्यता के विषय में कानून बन जाने से इनकी दशा में काफी परिवर्तन परिलक्षित हुआ तथा ये लोग समाज के अन्य वर्गों के साथ ही रहते थे तो इनको सामान्य सुलभ शिक्षा व्यवस्था का पूर्ण लाभ प्राप्त हुआ। अत: इनकी साक्षरता जनजाति आदिवासी लोगों की तुलना में पर्याप्त रूप से अधिक रही। अनुसूचित जातियों की साक्षरता में अन्य लोगों की साक्षरता का अन्तर बहुत नहीं है फिर भी इनकी साक्षरता कम है तथा उच्च शिक्षा में जाने वाले छात्रों की संख्या का प्रतिशत सामान्य से कम है। अनुसूचित जातियों तथा जनजातियों के छात्रों की वह संख्या जो 1 से 5 कक्षा तक विद्यालयों में जाती है तथा पढ़ती है निम्न तालिका में दी गई है :--

अध्ययनरत छात्रों की दर (कक्षा 1 से 5 तक)

क्र. सं.	समय	सभी समुदाय	अनुसूचित जाति	अनुसूचित जनजाति
1.	1968-72	33.5	27.8	20.3
2.	1969-73	35.0	28.8	21.3
3.	1970-74	36.0	30.3	22.9
4.	1971-75	36.8	31.4	22.3
5.	1972-76	37.2	32.2	21.9
6.	1973-77	36.9	33.5	20.5
7.	1974-78	38.6	35.6	23.3

अध्ययनरत छात्रों की दर (कक्षा 1 से 5 तक) की तालिका देखने पर ज्ञात होता है कि अनुसूचित जातियों की साक्षरता व प्राथमिक कक्षाओं में पढ़ने की दर सामान्य से तो कम है, परन्तु अनुसूचित जनजाति के छात्रों की तुलना में काफी अधिक है। यदि समय के अन्तराल को लिया जाये तो भी यह स्पष्ट परिलिखित होता है कि स्कूल जाने तथा प्राथमिक शिक्षा पूर्ण करने वाले अनुसूचित जाति के छात्रों की संख्या में सतत वृद्धि हो रही है।

अनुसूचित जाति के छात्रों व अन्य लोगों की साक्षरता तथा समग्र देश के छात्रों व अन्य लोगों की साक्षरता में पर्याप्त अन्तर न होने से उनकी साक्षरता के विषय में अधिक कहना उचित न होगा।

2.2 अनुसूचित जनजातियों में साक्षरता—

उत्तर प्रदेश के विशेषकर पर्वतीय तथा तराई के क्षेत्रों में पाई जाने वाली जनजाति एक लम्बे काल से वहां निवास कर रही हैं परन्तु दुर्भाग्य से स्वतन्त्रता पूर्व उनकी शिक्षा के लिये पर्याप्त रूप से व्यवस्था नहीं की गई तथा थोड़ी बहुत जो भी शिक्षा का प्रसार व प्रचार हुआ उसमें सरकार का सहयोग कम था और मिशनरियों का सहयोग ही अधिक था। मिशनरियों ने अपने धर्म प्रचार हेतु समाज के इस अछूत वर्ग की तरफ ध्यान दिया तथा कहीं-कहीं पर उनकी शिक्षा की व्यवस्था भी की। इनकी शिक्षा पर विशेष ध्यान न देने के मुख्य कारणों में से इनका भौगोलिक दृष्टि से प्रान्त के अन्य भागों से पृथक होना है तथा जनजातियों में से कुछ जनजातियाँ घूमन्तू थीं। जो कि

एक स्थान से दूसरे स्थान तक वर्ष पर्यन्त घूमती रहती हैं तथा एक स्थान पर स्थाई रूप से निवास नहीं करती है। कुछ जनजातियां यथा राजी इस प्रकार की थी कि वे एक स्थान पर जंगलों में तो निवास करती हैं परन्तु वे इतने अधिक संकोची तथा शर्मीले है तथा किसी भी बाहरी व्यक्ति के सामने आने में इनको पर्याप्त रूप से कठिनाई होती है। इन भौगोलिक व सांस्कृतिक कारणों के अतिरिक्त इनकी संख्या तथा विरलता से निवास आदि अन्य ऐसे कारण थे जिनके फलस्वरूप इनकी शिक्षा पर विशेष ध्यान नही दिया जा सका।

स्वतन्त्रता के बाद केन्द्रीय तथा राज्य सरकार ने इनसे सामाजिक, राजनैतिक, आर्थिक उत्थान पर तो ध्यान दिया ही इनको राष्ट्र की मुख्य धारा में लाने के लिये तथा आत्मनिर्भर बनाने के लिये इन की शिक्षा पर विशेष बल दिया। देश के स्वतन्त्र होने के समय इन जनजातियों में साक्षरता का प्रतिशत अत्यधिक न्यून था। 1961 में जाकर के इनकी साक्षरता 8.54 प्रतिशत हो पाई जो उस वर्ष में सामान्य सभी व्यक्तिओं की साक्षरता 24.00 प्रतिशत की तुलना में लगभग तीन गुनी कम थी। इनमें साक्षरता के प्रतिशत को निम्न प्रकार दर्शाया गया है।

जनजातियों में तुलनात्मक साक्षरता तालिका 1.1

क्र. सं.	वर्ष	जनजातियों में साक्षरता का प्रतिशत	समग्र देश में साक्षरता का प्रतिशत
1.	1961	8.54	24.00
2.	1971	11.30	29.45
3.	1981	16.35	36.23

सन् 1971 में जनजातियों में साक्षरता का प्रतिशत 11.30 था तथा समग्र देश में साक्षरता का प्रतिशत 29.45 था। इनके मध्य अन्तर सन् 1961 के अन्तर से कम था। इसी प्रकार सन् 1981 में जनजातियों की शिक्षा का प्रतिशत 16.35 था तथा इसी वर्ष में समग्र देश में साक्षरता का प्रतिशत 36.23 था। इन दोनों के अनुपात का अन्तर सन् 1961 के अन्तर से पर्याप्त रूप से कम था। जनजातियों में साक्षरता का विकास होने का मुख्य कारण उनकी शिक्षा व्यवस्था की तरफ केन्द्र तथा राज्य सरकार द्वारा ध्यान देना था। इन्हीं वर्षों के मध्य इनको शिक्षा की सुविधा का बढ़ाना, उनके लिये विद्यालयों विशेष कर के आश्रम विद्यालयों की स्थापना आदि करना था। अभी भी इन की शिक्षा में वृद्धि करने के विशेष प्रयास जारी हैं।

जनजाति साक्षरता में परिवर्तन तालिका सं. 1.2

क्र. सं.	राज्य/केन्द्र शा. रा.	जन जाति साक्षरता दर 1981	1971	साक्षरता में % वृद्धि
0.	भारत वर्ष	16.35	11.30	5.05
1.	आन्ध्र प्रदेश	7.82	5.34	2.48
2.	आसाम	N. A.	26.03	—
3.	विहार	16.99	11.64	5.35
4.	गुजरात	21.14	14.12	7.02
5.	हरियाणा	—	—	—
6.	हिमाचल प्रदेश	25.93	15.87	10.04
7.	जम्मू व कश्मीर	—	—	—
8.	कर्नाटक	20.14	41.85	5.29
9.	केरल	31.79	25.72	6.07
10.	मध्य प्रदेश	10.68	7.62	3.06
11.	महाराष्ट्र	22.29	11.74	10.55
12.	मनीपुर	39.74	28.71	11.03
13.	मेघालय	31.55	26.45	5.10
14.	नागालैण्ड	40.32	24.01	16.31
15.	उड़ीसा	13.96	9.46	4.50
16.	पंजाब	—	—	—
17.	राजस्थान	10.27	6.47	3.80
18.	सिक्किम	—	—	—
19.	तमिलनाडु	20.46	9.02	11.44
20.	त्रिपुरा	23.07	15.03	8.04
21.	उत्तर प्रदेश	20.45	14.59	5.86
22.	पश्चिमी बंगाल	13.21	8.59	4.29
23.	अण्डमान व निकोबार	31.11	17.85	13.26
24.	अरूणाचल प्रदेश	14.04	5.20	8.84
25.	चण्डीगढ़	—	—	—
26.	दादरा व नगर हवेली	16.86	8.90	7.76

27.	दिल्ली	—	—	—
28.	गोवा, द्वीप व दमन	26.40	12.73	13.75
29.	लक्षद्वीप	53.13	41.37	11.76
30.	मिजोरम	59.63	53.49	6.14
31.	पान्डीचेरी	—	—	—

स्वतन्त्रता के पश्चात् इन जनजातियों की शिक्षा के विषय में विशेष ध्यान देने के फलस्वरूप इनकी साक्षरता में पर्याप्त वृद्धि हुई जिसे तालिका 1.2 में प्रदर्शित किया गया है। इस तालिका में सभी राज्यों तथा केन्द्र शासित राज्यों की साक्षरता का प्रतिशत सन् 1971 में तथा सन् 1981 में क्या था, को प्रदर्शित किया है साथ ही उस में इस 10 वर्ष के अन्तरगत में क्या वृद्धि हुई इसे भी दिखाया गया है।

सन् 1981 में 22 राज्य तथा 9 केन्द्र शासित राज्य थे। इन सबकी औसत जनजाति साक्षरता का प्रतिशत सन् 1971 में 11.30% था जबकि सन् 1981 में 16.35% था तथा इस में 5.05% की वृद्धि हुई थी। सन् 1971 से सन् 1981 के 10 वर्षों के मध्य राज्यों में सर्वाधिक साक्षरता में वृद्धि वाला प्रदेश नागालैण्ड था। नागालैण्ड में नागाओं व अन्य जनजातियों की साक्षरता का प्रतिशत सन् 1971 में 24.01% व सन् 1981 में 40.32% था तथा इस में सर्वाधिक वृद्धि 16.31% थी। द्वितीय स्थान पर तमिलनाडु राज्य था, इस की जनजातियों की साक्षरता में वृद्धि 11.44% थी। साक्षरता में निम्नतम परिवर्तन राज्यों में आन्ध्र प्रदेश में हुआ। आन्ध्र प्रदेश में जनजातियों की साक्षरता सन् 1971 व 1981 में क्रमश: 5.34% तथा 7.82% थी तथा इस में मात्र 2.48% की वृद्धि ही हो पाई। इसके ऊपर अर्थात् निम्नतम से एक श्रेणी ऊपर मध्य प्रदेश था। मध्य प्रदेश जहाँ पर बहुतायत में जनजाति के लोग निवास करते हैं, वहाँ सन् 1971 व 1981 में साक्षरता का प्रतिशत क्रमश: 7.62% व 10.68% था तथा इसमें वृद्धि काफी कम 3.06% थी।

केन्द्र शासित 9 राज्यों में से सर्वाधिक साक्षरता वृद्धि वाला क्षेत्र गोवा, द्वीव व दमन था। गोवा, द्वीप व दमन में जनजाति साक्षरता सन् 1971 व 1981 में क्रमश: 12.73% व 26.48% थी तथा इस सर्वाधिक वृद्धि 13.75% थी। द्वितीय स्थान पर अण्डमान व निकोबार था। यहाँ पर सन् 1971 में 17.85% और सन् 1981 में 31.11% साक्षरता थी तथा इस में वृद्धि 13.26 प्रतिशत थी। साक्षरता में वृद्धि के अतिरिक्त यदि सन् 1981 में सभी राज्यों में साक्षरता का प्रतिशत देखें तो उसमें प्रथम मिजोरम था जहाँ 59.63% द्वितीय लक्षद्वीप 53.13% तथा तृतीय नागालैण्ड 40.32% साक्षरता इस जाति के लोगों मे पाई गई।

उत्तर प्रदेश में जनजातियों की साक्षरता सन् 1971 में 14.59% तथा सन् 1981 में 20.45% थी। इन दस वर्षों साक्षरता में वृद्धि 5.86% थी। सन् 1971 में साक्षरता 14.59 थी। जो कि समग्र देश की उस सन् की साक्षरता 11.30% से अधिक थी। इसी प्रकार सन् 1981 में उत्तर प्रदेश मे साक्षरता 20.45% थी यह भी समग्र जनजाति साक्षरता 16.35% से पर्याप्त रूप से अधिक थी। साक्षरता वृद्धि भी उत्तर प्रदेश में 5.86% थी जो कि समग्र देश की साक्षरता 5.05% से अधिक थी। इसका मुख्य कारण राज्य सरकार द्वारा केन्द्र के जनजातियों की शिक्षा के विषय में दिये सुझाव का पालन करना तथा अपने प्रदेश ने उनके लिये शिक्षा के लिये विशेष प्रयास जैसे आश्रम प्रकार के विद्यालय आदि खोलना था।

2.3.1 ऐतिहासिक परिप्रेक्ष्य में अनुसूचित जाति/अनुसूचित जनजातियों की शिक्षा

स्वतन्त्रतापूर्व—प्राचीनकाल में वर्णव्यवस्था के रूढ़ हो जाने पर जाति प्रथा प्रबल हो गयी। ब्राह्मण वर्ग ने अनुसूचित जातियों और जनजातियों को शूद्र वर्ग के अन्तर्गत मानकर कर, इन्हें शिक्षा प्राप्त करने के अधिकार से वञ्चित कर दिया। इन जातियों के लिए शासकों तथा समाज सेवी संस्थाओं की ओर से शिक्षा की कोई भी व्यवस्था 19 वीं शताब्दी तक नहीं हुई।

अंग्रेजों का शासन स्थापित होने पर इनकी शिक्षा के प्रति विदेशी शासकों का ध्यान अवश्य गया। भारत के पूर्वी तथा दक्षिणी अंचलों मे स्थित वर्तमान राज्यों में 19 वी शती में शिक्षा का प्रचार-प्रसार ईसाई मिशनिरियों ने किया क्योंकि वे शिक्षा के माध्यम से ईसाई धर्म का प्रचार करना चाहते थे। इधर उत्तर प्रदेश में वे लोग ऐसा नहीं कर पाये। शासन की ओर से भी कोई प्रयास इसलिए नहीं हुआ क्योंकि इस प्रदेश से ही प्रथम स्वाधीनता आन्दोलन (1857) का प्रारम्भ हुआ था। अंग्रेजों ने प्राथमिक और माध्यमिक विद्यालयों में जनजातियों के बालकों के प्रवेश की खुली छूट दी थी परन्तु वे सामान्य वर्ग के बालकों के साथ बैठकर शिक्षा प्राप्त करने का साहस न कर सकते थे। परिणाम यह हुआ कि इन जातियों में साक्षरता का प्रवेश न हुआ।

स्वतन्त्रता-संग्राम का नेतृत्व जब गांधी जी के हाथों में आया तो उत्तर प्रदेश की जनता ने उसमें बड़े उत्साह से भाग लिया और गांधी जी के समाज-सुधार कार्यक्रम के अन्तर्गत हरिजन उद्धार के कार्य में पूरी रूचि ली। गांधी जी ने अस्पृश्यता को हिन्दू समाज का कोढ़-रोग घोषित कर अनुसूचित जातियों और जन जातियों के प्रति सहानुभूति रखने पर बल दिया। अत: सुधारवादी उच्च वर्ग के लोगों ने इन जातियों के बीच जाकर साक्षरता का प्रचार करना स्वीकार किया। उत्तर प्रदेश के गांवों मे रात्रि के समय अनेक स्वयंसेवक जा-जाकर इस वर्ग के लोगों को अक्षर ज्ञान कराने लगे। यहीं इनकी शिक्षा का शुभारम्भ था।[1]

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1 प्रकाश चन्द्र दीक्षित : भारतीय समाज तथा सामाजिक संस्थाएं, रतन प्रकाशन, पृष्ठ 198-204

उत्तर प्रदेश में स्वामी दयानन्द द्वारा स्थापित आर्य समाज के आन्दोलन का प्रभाव भी इन जातियों की शिक्षा को अग्रसर करने में सहायक हुआ। स्वामी जी ने पुरानी मान्यताओं का खंडन करते हुए कहा था कि विद्या प्राप्त करने का अधिकार शूद्रों और स्त्रिओं को भी है। इस विचार के अनुसार ये जातियां शिक्षा पाने की अधिकारी बनीं। फिर भी सामान्य रूप से सवर्ण हिन्दू जातियों और इस्लामी समाज दोनों के विचारों में कोई विशेष अन्तर नहीं आया। सरकारी तथा गैर सरकारी विद्यालयों में अनुसूचित जातियों और जन जातियों के बालकों का प्रवेश तो हो जाता था पर सामान्य विद्यार्थी समाज उनके प्रति उपेक्षा और कहीं-कहीं घृणा का भाव रखता था। इस वर्ग के लोग अपने बच्चों को विद्यालयों में भेजने से हिचकते और डरते रहे। उत्तर प्रदेश के अवध क्षेत्र में इनकी स्थिति दयनीय बनी रही। इस प्रदेश में जमींदारी प्रथा परोक्ष रूप से इन जातियों की निरक्षरता का कारण थी क्योंकि इस वर्ग के लोग इन जातियों को क्रीतदास ही मानते थे और इनसे बेगार लेते थे। शिक्षा प्राप्त कर लेने पर यह लोग स्वतन्त्र विचारों के हो जाते और जमींदारों का स्वार्थ सिद्ध न होता। इस वर्ग की अनेकानेक कठिनाइयों का चित्रण उपन्यास सम्राट प्रेमचन्द ने अपने उपन्यासों में किया। वे उत्तर प्रदेश के दलित समाज के कुशल चितेरे हैं। एक यह बात स्वीकार करनी पड़ेगी की स्वतन्त्रता के पूर्व के 20-25 वर्षों में इस वर्ग की शिक्षा में गति आने लगी थी।

2.3.2 स्वतन्त्रता के पश्चात्

सारे भारत और उसके साथ उत्तर प्रदेश में अनुसूचित जातियों/अनुसूचित जनजातियों की शिक्षा में बहुत बड़ा परिवर्तन उस समय आया जब देश ने स्वतन्त्रता प्राप्त की और प्रजातन्त्र की यहां स्थापना हुई। स्वतन्त्र भारत का संविधान 1956 में बनने पर ऐसी व्यवस्थाएं उसमें रखी गयी कि इन जातियों को समान राजनैतिक तथा सामाजिक अधिकार प्राप्त हो सकें क्योंकि उनके अभाव में शिक्षा का कार्य हो नहीं सकता था। अतः अनुच्छेद 17 के अन्तर्गत अस्पृश्यता का अन्त करके इन जातियों को समान दर्जा दिया गया।

अनुच्छेद 46 के अन्तर्गत कहा गया--राज्य जनता के दुर्बलतर विभागों विशेषतया अनुसूचित जातियों तथा अनुसूचित आदिम जातियों के शिक्षा तथा अर्थ सम्बन्धी हितों को विशेष सावधानी से उन्नत करेगा........ .. ....।

अनुच्छेद 164 के अनुसार कुछ राज्यों में इन जातियों के कल्याणार्थ एक मन्त्री अलग होगा।

अनुच्छेद 330 एवं 332 के अनुसार लोक सभा में इन जातियों के प्रतिधिनित्व के लिए स्थान सुरक्षित किये गये।

अनुच्छेद 338 के अन्तर्गत राष्ट्रपति को इन जातियो के उत्थान के लिए एक विशेष पदाधिकारी नियुक्त करने का अधिकार दिया गया । यह विशेष अधिकारी इन जातियों के संदर्भ में किये गये अनुसंधानों का प्रतिवेदन लोकसभा में रखेगा ।

संविधान में यह भी निर्देशित है कि राज्यों में इन जातियों के सम्बन्ध में राज्यपाल अपना प्रतिवेदन राष्ट्रपति को बराबर प्रस्तुत करें । उधर केन्द्र सरकार को भी राज्यों को इस सम्बन्ध मे निर्देशित करने का अधिकार है ।[1]

उपर लिखित संवैधानिक व्यवस्थाओं के दूरगामी परिणाम होंगे । इन वर्गो और जातियों की शिक्षा में इनके द्वारा तीव्रगति आयी । उत्तर प्रदेश में इन व्यवस्थाओं के अन्तर्गत इन जातियों के शैक्षिक पिछड़ेपन को दूर करने की दृष्टि से अनेक प्रयास आरम्भ किये गये । यहां हरिजन एवं समाज कल्याण विभाग की स्थापना की गयी । इसका पृथक निदेशालय है जो अनुसूचित जातियों/ जनजातियों के कल्याण की अनेक योजनाएँ बनाता और चलाता है । इसका कार्यक्षेत्र केवल इन्हीं जातियों तक सीमित नहीं है । इनके लिए वह शिक्षा की योजनाएँ चलाने के साथ-साथ पिछड़े वर्गो, महिलाओं, विकलागों तथा निराश्रित जनों की सेवा भी करता है । इस निदेशालय के शैक्षिक कार्यक्रमों के अन्तर्गत प्राथमिक तथा माध्यमिक स्तर के विद्यालय खोले गये हैं और स्वयं सेवी संस्थाओं को अनुदान दिया जाता है । इस विभाग ने इन जातियों के लिए आश्रम पद्धति विद्यालयों की स्थापना, की जहां छात्रों को शिक्षा, भोजन, वस्त्र, आवास एवं पुस्तक आदि की सुविधाएं निःशुल्क प्रदान की जाती है । अब तक स्थापित आश्रम पद्धति विद्यालयों की संख्या 37 तक पहुँच चुकी है । इस विभाग की ओर से इन जातियों के ज्ञान वर्धन के लिए खुले पुस्तकालयों को भी अनुदान दिया जाता है । इन जातियों के नव युवकों के लिए इस विभाग की ओर से व्यावसायिक प्रशिक्षण की संस्थाएं खोली जा चुकी है । उच्चशिक्षा प्राप्त करने के लिए छात्रों को छात्रवृत्तियाँ प्रदान की गयी जिससे इन जातियों का उत्थान हो सके ।

हरिजन एवं समाज कल्याण निदेशालय की उपलब्धियों के सम्बन्ध में उस निदेशालय की पुस्तिका में दी गयी टिप्पणी निम्नलिखित है जो उसके ऐतिहासिक कार्य का प्रमाण है—

"शैक्षिक कार्यक्रम के अन्तंगत प्रदेश के अनुसूचित जाति तथा अनुसूचित जन जाति के छात्रों को जिनके अभिभावक की मासिक आय निर्धारित सीमा के अन्तंगत है निःशुल्क शिक्षा दी जाती है । साथ ही छात्रों को छात्रवृत्ति की सुविधा का भी प्रावधान है । प्राइमरी स्तर पर प्रोत्साहन हेतु प्रदेश के समस्त स्कूलों में कक्षा 3 व 4 के अनुसूचित जाति के जो बालक और बालिकाएं

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1 मिश्र एवं तिवारी :-भारतीय आदिवासी, उत्तर प्रदेश हिन्दी ग्रन्थ अकादमी 1975 अध्याय 9

श्रेष्ठ होते हैं, उन्हें कक्षा 4 व 5 में छात्र वृत्ति दी जाती है। इसके साथ ही छात्राओं को शिक्षा के प्रति आकृष्ट करने हेतु उनके अभिभावकों को "अपारच्यूनिटी कॉस्ट" की योजना के अन्तर्गत 15 रु. प्रति माह प्रोत्साहन स्वरूप दिया जाता है। इसके अतिरिक्त अनुसूचित जाति के कक्षा 9 एवं 10 तथा दशमोत्तर कक्षाओं में पढ़ने वाले छात्रों को अनिवार्य छात्रवृत्ति तथा इन्जीनियरिंग तथा मेडिकल कालेजों में पढ़ने वाले छात्रों को छात्रवृत्ति के अतिरिक्त पुस्तकीय सहायता तथा बुक बैंक की योजना है।"""इसके साथ-साथ प्रत्येक जनपद में छात्र एवं छात्राओं हेतु छात्रावास निर्माण की योजना तीव्र गति से चल रही है।"

उपर्युक्त अंश से यह ज्ञात होता है कि हरिजन एवं समाज कल्याण विभाग काफी कुछ काम कर चुका है। यह पहले कहा जा चुका है कि अनुसूचित जातियाँ सारे उत्तर प्रदेश की आबादी में घुली-मिली हैं और उनके उत्थान के लिये यह विभाग अधिक प्रयत्नशील रहा। जनजातियों को इन प्रयासों का अधिक लाभ नहीं मिल पाया। इसलिए उत्तरप्रदेश की राज्य सरकार ने अपने शासनादेश संख्या 971/ज--263.84—8[30]/84 दिनांक 6 नवम्बर 1984 के अन्तर्गत एक पृथक् जनजाति विकास निदेशालय की स्थापना की। इस निदेशालय की ओर से जो इन जातियों के उत्थान के लिए कई प्रकार के कार्य चलाता है। शैक्षिक कार्यक्रम के अन्तर्गत अनुसूचित जन जातियों के लिए निम्न प्रावधान किये गये हैं---

1. पूर्वदशम कक्षाओं में निःशुल्क शिक्षा हेतु शिक्षा संस्थाओं को होने वाले घाटे की पूर्ति। जनजाति का बालक यदि किसी गैर सरकारी विद्यालय में पढ़े तो उसका हर प्रकार का शुल्क यह निदेशालय उस विद्यालय को देता है।
2. अनुसूचित जन जाति के छात्रों को कक्षा 1 से 10 तक, आय का छात्रवृत्ति, अनावर्तीय सहायता, चिकित्सा अभियन्त्रण, प्रौद्योगिक कक्षा की पुस्तकें एवं उपकरण प्रदान करना।
3. अनुसूचित जन जाति के छात्र-छात्राओं के लिए छात्रावासों का निर्माण और संचालन।
4. उनके लिए आश्रम पद्धति के विद्यालयों की स्थापना और संचालन।
5. स्वैच्छिक संस्थाओं को जो इन छात्रों की शिक्षा में संलग्न हैं, आर्थिक सहायता अनुदान के रूप में देना।

ऐतिहासिक दृष्टि से उत्तर प्रदेश में अनुसूचित जाति/जनजाति की शिक्षा की प्रगति को प्रमाणित करने वाले तीन प्रकार के आँकड़े हो सकते हैं—आर्थिक प्रावधान संबंधी, नामांकन संबंधी और साक्षरता संबंधी परन्तु इस प्रकार के आँकड़े उपलब्ध नहीं हैं। राज्य शिक्षा संस्थान, उत्तर प्रदेश, इलाहाबाद (राज्य शैक्षिक अनुसंधान एवं प्रशिक्षण परिषद्, उत्तर प्रदेश, लखनऊ) द्वारा

1986 में प्रकाशित 'उत्तरप्रदेश की शिक्षा सांख्यिकी' (प्रकाशन संख्या 389) में राज्य के सामान्य वर्ग की शिक्षा की प्रगति के हर प्रकार के आँकड़े उपलब्ध हैं । उन आँकड़ों से 6 पंचवर्षीय योजनाओं के दौरान स्वतंत्रता के पश्चात् से 1984 तक हर स्तर पर बालक-बालिकाओं के नामांकन, अध्यापक संख्या संस्थाओं की संख्या आदि की वृद्धि का परिचय मिलता है । यह एक प्रमाणिक दस्तावेज है परन्तु इसमें अनुसूचित जाति एवं जनजाति की शैक्षिक प्रगति का विवरण नाममात्र को है । सन् 1980 के पूर्व के आँकड़े इस सम्बन्ध में संस्थान को संभवतः उपलब्ध नहीं हो सके ।

निदेशालय, जनजाति विकास उत्तर प्रदेश द्वारा प्रसारित (1985-86) 'पुस्तिका' उत्तर प्रदेश में अनुसूचित जनजाति 'कल्याण' में इतना मात्र उल्लेख है कि उत्तर प्रदेश में साक्षरता 1971 में 14.59 प्रतिशत की जो बढ़कर 1981 में 20.45 हो गयी । इससे प्रकट है कि इन जातियों में शिक्षा का प्रसार-प्रचार 10 वर्षों में बढ़ता गया है ।

2.3.3 सन् 1980 के पश्चात व वर्तमान स्थिति —

2.3.3.1 नामांकन—अनुसूचित जातियों/जनजातियों के अभिभावकों में अपने बच्चों की शिक्षा के प्रति बड़ी उदासीनता पायी जाती है । कुछ उच्चवर्गीय लोगों की घृणा और उपेक्षा से भयभीत यह लोग बच्चों को सामान्य स्कूलों में नहीं भेजते । दूसरा बड़ा कारण आर्थिक है । गरीबी के कारण वे अपने बच्चों को होश संभालते ही धनोपार्जन में लगा देते हैं । इसी प्रकार के अन्य कारण भी है । फिर भी उत्तर प्रदेश में नामांकन की दृष्टि से छठी पंचवर्षीय योजना में उल्लेखनीय प्रगति हुई है । विद्यालयों में इन जातियों के बालक-बालिकाएँ प्राथमिक एवं जुनियर हाईस्कूल स्तरों पर प्रवेश करने लगे हैं । इसका दिग्दर्शन निम्न तालिका से कराया गया है ।

सारणी

उत्तर प्रदेश में अनुसूचित जाति/जनजातियों की शिक्षा में विभिन्न स्तरों पर उपलब्धियाँ (नामांकन)

क्र. सं.	मद अनुसूचित जातियों का नामांकन	छठी पंच वर्षीय योजना 80-85 लक्ष्य	80-83 उपलब्धियाँ	83-84 उपलब्धियाँ	84-85 लक्ष्य	84-85 पूर्वानुमानित उपलब्धियाँ	सातवीं पंचवर्षीय योजना 85-90 लक्ष्य प्रस्तावित	85-86 लक्ष्य प्रस्तावित
1.	**प्राथमिक स्तर**							
	(1) कक्षा 1-5 वयवर्ग 6-11 संख्या हजार में							
	(क) लड़के	1485	1423	1496	1609	1609	1737	1634
	(ख) लड़कियाँ	550	526	554	640	640	1024	710
	योग	2035	1949	2050	2249	2249	2761	2344
	(2) प्रतिशत इसी वय वर्ग में							
	(क) लड़के	84	85	89	94	94	95	94
	(ख) लड़कियाँ	34	34	36	40	40	61	44
	योग	60	60	63	68	68	78	70
2.	**अनुसूचित जन जातियों का नामांकन**							
	(1) (कक्षा 1-5) वय वर्ग 6-01 (हजार में)							
	(क) लड़के	18	18	18	18	18	19	18
	लड़कियाँ	12	11	10	11	11	13	32
	योग	30	29	28	29	29	32	30
	(2) **नामांकन प्रतिशत**							
	(क) लड़के	111	114	112	111	111	109	109

(ख)	लड़कियाँ	83	76	68	73	73	81	79
	योग	96	96	91	93	93	96	85

जूनियर हाई स्कूल स्तरीय शिक्षा

कक्षा 6-8 वय वर्ग 11-14

अनुसूचित जातियों का नामांकन

(1)	(हजारों में)							
(क)	लड़के	430	398	416	451	451	515	463
(ख)	लड़कियाँ	110	101	101	157	157	186	162
	योग	540	499	517	608	608	701	625
(2)	नामांकन प्रतिशत							
(क)	लड़के	43	42	44	46	46	50	47
(ख)	लड़कियाँ	12	12	12	18	18	20	18
	योग	29	27	29	33	33	36	34
(2)	अनुसूचित जनजातियों का नामांकन (हजारों में)							
(क)	लड़के	6	5	6	6	6	7	6
(ख)	लड़कियाँ	2	1	2	2	2	2	2
		8	6	8	8	8	9	8
	इस वर्ग का प्रतिशत							
(क)	लड़के	55	50	55	55	55	72	64
(ख)	लड़कियाँ	22	11	22	22	22	24	24
(ग)	योग	40	32	40	40	40	49	45

इस तालिका के अनुसार छठी पंचवर्षीय योजना में प्राथमिक स्तर पर 6-11 वर्ष के बालक बालिकाओं को कक्षा 1-5 तक प्रवेश देने का लक्ष्य यह था कि 1485 हजार बालक और 550 हजार बालिकाएं जिनका प्रतिशत क्रमश: 84 और 34 हो विद्यालय में प्रवेश ले लें । तदनुसार 80-83 के बीच 1423 हजार बालक और 526 हजार बालिकाएँ, 85 और 34 के प्रतिशत में, तथा 83-84 में क्रमश: 1496 हजार (89%) 554 हजार (36%) प्राथमिक विद्यालयों में प्रविष्ठ हुए । यह अनुसूचित जातियों की शैक्षिक प्रगति का सूचक है ।

इसी प्रकार अनुसूचित जनजातियों के बालक-बालिकाओं के प्रवेश के सम्बन्ध में आँकड़े दिये गये हैं । छठी पंचवर्षीय योजना के अन्तर्गत पूर्वानिर्धारित लक्ष्यों की प्राप्ति का प्रयास किया गया है । सातवीं पंचवर्षीय योजना के अन्तर्गत भी इसी प्रकार लक्ष्य निश्चित किये गये हैं और आशा है कि इन जातियों के बच्चे प्राथमिक स्तर पर अधिक संख्या में प्रवेश लेंगे ।

जूनियर स्तर पर, जैसा कि इस तालिका से स्पष्ट होगा, प्रवेश संख्या अर्थात् नामांकन में भारी गिरावट दृष्टि गत होती है । छठी पंचवर्षीय योजना में जहाँ अनुसूचित जातियों के, बच्चों का नामांकन प्राथमिक स्तर पर 65-70% जूनियर स्तर पर 33% प्रतिशत हो गया, वहीं जनजातियों का नामांकन प्रतिशत 73 से 33 रह गया । स्पष्ट है कि कक्षा 5 से आगे इन जातियों की शिक्षा मे अवरोधन अत्याधिक है ।

इस तालिका से कई अन्य तथ्य उजागर होते हैं—

1. सातवीं पंचवर्षीय योजना में नामांकन का निर्धारित लक्ष्यों की तुलना प्राथमिक तथा जूनियर हाई स्कूल स्तर पर करने से ज्ञात होता है, शैक्षिक आयोजन करने वाले यह अनुभव करते हैं कि अनुसूचित जातियों/जनजातियों के बच्चों को जूनियर स्तर पर शिक्षा का नामांकन बढ़ाने में बहुत सी बाधाओं का अनुभव हुआ है ।

2. लड़कियों का नामांकन भी अधिक होने की सम्भावना नही है । सातवीं पंचवर्षीय योजना के अन्तर्गत इन दोनों जातियों की लड़कियों का नामांकन-लक्ष्य भी बहुत नीचा है इस सम्बन्ध में अत्यधिक प्रयास किये जाने की आवश्यकता है । विशेष रूप से जूनियर हाई स्कूल स्तर पर इनकी शिक्षा निराशा जनक ही है ।

3. प्राथमिक स्तर के पश्चात् विद्यालय त्यागने की प्रवृत्ति पर अंकुश न लग पाने से, इन जातियों के नवयुवक और नवयुवतियाँ भविष्य में उच्च शिक्षा की सुविधाओं से लाभ नही उठा सकेंगे और उच्च स्तरीय पेशों में न जा सकेंगी । अत: नौकरियों में इनके आरक्षण के प्रावधान का कोई लाभ इन्हें नहीं मिल सकेगा ।

2.3.3 2 शिक्षण व्यवस्था -

नामांकन की स्थिति देख कर यह अनुमान हो जाता है कि अनुसूचित जातियों की अपेक्षा उत्तर प्रदेश में साक्षरता अधिक है। अनुसूचित जातियाँ अपनी सन्तानों को सामान्य विद्यालयों में भेजती है क्योंकि सन् 1955 के अस्पृश्यता (अपराध) अधिनियम के अन्तर्गत यह प्रावधान हो गया था कि शैक्षिक संस्थाओं में जो इन जातियों के बालक-बालिकाओं के प्रवेश को रोकेगा वह दण्ड का भागी होगा। इसलिए सार्वजनिक स्वैच्छिक संस्थाओं में भी अनुसूचित जातियों की सन्तानों को शिक्षा प्राप्त करने की स्वतन्त्रता प्राप्त हो गयी। उत्तर प्रदेश में भी केन्द्र की भाँति हर संस्था में कानूनी अधिकार मिलने से वे अधिक संख्या में प्रवेश लेने लगे है। अनेक विद्यालय ऐसे भी है जो सेवाभावी संस्थाओं ने इनकी बस्तियों में खोले गये हैं। उत्तर प्रदेश के प्रत्येक जनपद में इस प्रकार की संस्थाएँ चल रही हैं जो प्राथमिक स्तर पर समाज कल्याण विभाग द्वारा अनुदानित हैं। म्यूनिसिपल बोर्ड द्वारा शहरों में और जिला बोर्डों द्वारा गाँवों में जो प्राथमिक विद्यालय चलाये जा रहे है उनमें इस जाति के बालक-बालिकाएँ अबाध रूप से शिक्षा प्राप्त कर रहे है। इसलिए अनुसूचित जाति में साक्षरता की वृद्धि हुई है। अनुसूचित जनजातियाँ भी अपने आस पास के इस प्रकार के विद्यालयों में अपनी सन्तानों को भेज सकती हैं। परन्तु कुछ अन्य कठिनाइयाँ है जैसे विद्यालयों की दूरी और परिवार में आर्थिक तंगी, जिनके कारण इनके बच्चे प्राथमिक स्तर पर भी शिक्षा का लाभ नहीं उठा सकते। अस्तु। इनमें साक्षरता कम है।

2.3.3.3 प्राथमिक स्तर –

उत्तर प्रदेश में प्राथमिक शिक्षा का दायित्व प्रमुख रूप से शहरों में म्यूनिसिपल बोर्डों और गाँवों में जिला बोर्डों पर है। ये अनिवार्य और मुफ्त शिक्षा अपने विद्यालयों में देते हैं। इनमें अनुसूचित जाति तथा जनजातियों की सन्तानें शिक्षा प्राप्त करती है। इनके अतिरिक्त बहुत सी स्वयं सेवी संस्थाएँ भी प्राथमिक पाठशालाएँ चला रही हैं। नगरों में इनकी संख्या अधिक है। गत 10 वर्षों में ग्रामीण क्षेत्रों में भी बड़े कस्बों में इस प्रकार की संस्थाएँ खुल गयी हैं। सन् 1982-83 के आंकड़ों के अनुसार 72.2 हजार प्राथमिक विद्यालय थे। इन सभी में अनुसूचित जातियों/जनजातियों के बच्चे शिक्षा पाने के अधिकारी थे। इन सामान्य विद्यालयों की संख्या में निरन्तर वृद्धि होती रही है। उत्तर प्रदेश में 1946-47 में इनकी संख्या 20 हजार, 50-51 में 32 हजार, 60-61 में 40 हजार, 70-71 में 62.1 हजार, 80-81 में 71 हजार और वर्ष 84-85 में 73 हजार हो गयी। स्पष्ट है कि संस्थाओं की वृद्धि से इन दोनों जातियों की सन्तानों की शिक्षा प्राथमिक स्तर पर अधिक समृद्ध हुई है।

स्वयंसेवी एक स्वैच्छिक संस्थाओं का एक अलग से विवरण देना आवश्यक है। यह संस्थाएँ इन्हीं जातियों की शैक्षिक आवश्यकताओं की पूर्ति करती है और इन्हें हरिजन एवं समाज कल्याण विभाग तथा निदेशालय, जनजाति विकास से आर्थिक अनुदान प्राप्त होता है। प्राथमिक विद्यालयों को आवर्तक अनुदान देने के लिए हरिजन एवं समाज कल्याण विभाग ने पूरे राज्य को कई मण्डलों में बांटा है। प्रत्येक मण्डल में कई जिले आते हैं। इन मण्डलों में बालक तथा बालिकाओं के विद्यालय हैं। इनका विवरण बालिका संख्या 2 में दिया जा रहा है। यह इस विभाग के वित्तीय वर्ष 85-86 आधार पर बना है।

तालिका संख्या 2

क्र. सं.	मण्डल	बाल पाठशाला	कन्या पाठशाला
1.	मेरठ	19	5
2.	आगरा	10	14
3.	बरेली	11	
4.	इलाहाबाद	35	12
5.	झाँसी	4	4
6.	वाराणसी	61	5
7.	गोरखपुर	50	25
8.	लखनऊ	22	2
9.	फैजाबाद	6	2
10.	गढ़वाल		2
11.	कुमायूँ	3	1
		221	72

2.3.3.4 माध्यमिक स्तर

शिक्षा के माध्यमिक स्तर पर अनुसूचित जातियों/अनुसूचित जनजातियों के बालक-बालिकाएँ सामान्य विद्यालयों में शिक्षा प्राप्त करते हैं। उनके अलग से विद्यालय बहुत कम है। उत्तर प्रदेश की जिला परिषदों, नगरपालिकाओं और महापालिकाओं के विद्यालयों में कक्षा 7 और 8 में पढ़ने वाले अनुसूचित जाति के विद्यार्थियों को निःशुल्क शिक्षा की सुविधा दी जाती है। इन विद्यालयों के शुल्क के घाटे का 2/3 भाग हरिजन एवं समाज कल्याण विभाग भरता है। गैर सरकारी अनुदान प्राप्त विद्यालयों में कक्षा 7 से 10 तक शिक्षा पाने वाले इस जाति के छात्रों को भी निःशुल्क शिक्षा दी जाती है और विद्यालयों को इस कारण होने वाली क्षति की पूर्ति हरिजन एवं समाज कल्याण विभाग द्वारा की जाती है।

सन् 1984 मे 'जनजाति विकास निदेशालय' की स्थापना के बाद जन जातियो के लिए माध्यमिक शिक्षा स्तर पर विद्यालय खोलने का क्रम आरम्भ हुआ। हाई स्कूल और इंटरमीडिएट संस्थाओं मे पढ़ने वाले जनजाति के छात्रों को अतिरिक्त कोचिंग देने का प्रबन्ध किया गया। कक्षा 9-10 में पढ़ने वाले छात्रों को छात्रवृत्ति एवं अनावर्तीय सहायता दी जाती है। कक्षा 6-8 के बालक-बालिकाओं को छात्रवृत्ति तथा आवर्तक सहायता प्रदान की जाती है। प्रथम श्रेणी पाने वाले छात्रों को पुरस्कार दिये जाते है, जैसे पर्वतीय क्षेत्र मे प्रोत्साहन के लिए प्रथम श्रेणी के छात्र को साइकिल दी जाती है।

जन जातियों के शैक्षिक उन्नयन के लिए उत्तर प्रदेश में कई परियोजनाएँ चल रही है। एकीकृत जनजाति विकास परियोजना, चन्दन चौकी, खीरी के अन्तर्गत शिक्षा विभाग की ओर से 4 जूनियर हाई स्कूल चल रहे हैं। थारू विकास परियोजना विथुनपुर विश्राम गोण्डा में 1 जूनियर हाई स्कूल संचालित है। इसी प्रकार एकीकृत जनजाति विकास परियोजना बाजपुर, गदरपुर, काशीपुर, रामनगर (जनपद नैनीताल) में 2 जूनियर हाई स्कूल तथा इसी जनपद के खटीमा-बाद सितारगंज में 2 जूनियर हाई स्कूल; जनपद देहरादून की चकराता-कालसी योजना के अन्तर्गत 2 जूनियर हाई स्कूल खोले गये है। इन प्रयासों से जनजातियों की माध्यमिक शिक्षा को अवश्य बढ़ावा मिलेगा।

अध्याय 3

अनुसूचित जाति/अनुसूचित जनजातियों की शिक्षा के विशेष प्रावधान

3.0 प्रस्तावना

केन्द्रीय सरकार तथा उसके निर्देशों पर राज्य सरकारों ने अपने अपने राज्यों में अनुसूचित जाति/अनुसूचित जनजातियों के लिये शिक्षा पर विशेष ध्यान दिया। इसके अनुसार अनुसूचित जातियों व अनुसूचित जन जाति के लोगों के लिये शैक्षिक विद्यालयों तथा अन्य संस्थानों में उनके प्रवेश हेतु आरक्षण की व्यवस्था की गई, परन्तु ये दोनों जातियाँ इतनी दबी हुई थी इस व्यवस्था से परिवर्तन तो आया परन्तु उसके अतिरिक्त इन जातियों के विशेष प्रावधानों की आवश्यकता महसूस की जाने लगी तथा आश्रम विद्यालयों व व्यावसायिक तथा अन्य प्रकार के विशेष प्रावधानों पर ध्यान दिया गया।

3.1 प्राथमिक एवं माध्यमिक शिक्षा में आश्रम पद्धति विद्यालयों की भूमिका

उत्तर प्रदेश में अनुसूचित जातियों और अनुसूचित जनजातियों की शिक्षा को प्रोत्साहन देने के लिए विशेष प्रकार के विद्यालय खोले गये हैं जिन्हें आश्रम पद्धति विद्यालय कहते हैं। इन विद्यालयों की कल्पना लगभग वैसी है जैसी नयी शिक्षा नीति के अन्तर्गत 'नवोदय विद्यालयों की है यद्यपि आश्रम पद्धति विद्यालय उतने सम्पन्न नहीं बन पाये हैं। इन्हें आश्रम पद्धति विद्यालय की संज्ञा इसलिए दी गयी कि इनमें प्राचीन गुरूकुलों का सादगी पूर्ण वातावरण हो। वहीं छात्र रहें, भोजन करें, सामाजिक जीवन व्यतीत करें तथा शिक्षा प्राप्त करें। यह विद्यालय कई स्तरों पर है कुछ प्राथमिक स्तर पर, कुछ जूनियर हाई स्कूल स्तर पर और कुछ कक्षा 10 तक है। इनमें से कुछ भवन और साज-सज्जा की दृष्टि से बहुत अच्छे और कुछ निम्न कोटि के हैं। प्रारम्भ में इन विद्यालयों की स्थापना और संचालन हरिजन समाज कल्याण निदेशालय के द्वारा होता था। अब 1984 में जन जाति विकास निदेशालय की स्थापना के बाद जनजातियों के आश्रम पद्धति विद्यालयों की स्थापना रख रखाव एवं स्तर ऊँचा करने का काम, यह निदेशालय करता है। इन विद्यालयों के भवनों के निर्माण के लिए केंद्र से वित्तीय सहायता मिली है। उदाहरण के लिए गोण्डा परियोजना में 11 लाख रुपये की लागत से एक आश्रम पद्धति विद्यालय के भवन तथा खरी परियोजना में 4.50 लाख रुपये

की लागत से एक अन्य आश्रम पद्धति विद्यालय के भवन का निर्माण हुआ है। निश्चय ही यह विद्यालय वातावरण की दृष्टि से उत्तम कोटि के होने चाहिये। उत्तर प्रदेश में तीन आश्रम पद्धति विद्यालय संस्थाओं द्वारा चलाये जा रहे हैं।

इन विद्यालयों में छात्रों को मुफ्त दूध सहित भोजन, सूती-ऊनी वस्त्र तथा पुस्तकें उपलब्ध करायी जाती हैं। छात्र यहीं रहते हैं और अध्ययन करते हैं। सम्प्रति, उत्तर प्रदेश में इस प्रकार के विद्यालयों की संख्या 37 हैं।

3 2 उच्च शिक्षा—

इन जातियों के नवयुवक-नवयुवतियों के लिए अलग शिक्षा संस्थाएँ नहीं हैं। वे सामान्य महाविद्यालयों तथा विश्वविद्यालयों में उच्च शिक्षा प्राप्त करते हैं। इंटर कक्षाओं के बाद मेधावी छात्रों को कोचिंग द्वारा इस योग्य बनाया जाता है कि वे अन्य उच्च वर्गीय छात्रों के समकक्ष शैक्षिक उपलब्धियाँ प्राप्त कर सकें। साथ ही उनके लिए छात्रवृत्तियों तथा पुस्तकों की व्यवस्था हरिजन एवं समाज कल्याण तथा जनजाति विकास निदेशालयों द्वारा की जाती है।

3 3 व्यावसायिक शिक्षा—

इन जातियों की प्राविधिक एवं व्यावसायिक शिक्षा की ओर उत्तर प्रदेश में विशेष ध्यान दिया गया है क्योंकि इस क्षेत्र में वे बहुत पिछड़ी हुई हैं। इनके लिये हरिजन एवं समाज कल्याण निदेशालय की ओर से चार औद्योगिक प्रशिक्षण संस्थाएँ चलायी जा रही हैं। एक राजकीय औद्योगिक प्रशिक्षण केंद्र, बख्शी का तालाब, लखनऊ में, दूसरा राजकीय प्रशिक्षण केंद्र लाल डिग्गी पार्क, गोरखपुर, तीसरा औद्योगिक प्रशिक्षण केंद्र, पाइन्स, नैनीताल और चौथा राजकीय गोविंदवल्लभ पन्त पालीटेकनिक, आर्यनगर सेटिलमेंट, लखनऊ में है। प्रथम तीन में एक या दो वर्षीय कोर्स हैं, जिनमें ढलाई, वेल्डिंग, टर्नर, फिटर, बढ़ईगीरी, मोटर मैकैनिक आदि के उद्योग सिखाये जाते हैं। चौथे में 3 वर्ष के पाठ्यक्रम हैं जिनमें सिविल, मैकैनिकल और इलेक्ट्रिकल इंजीनियरिंग का प्रशिक्षण दिया जाता है।

इन संस्थाओं से उत्तीर्ण छात्रों को एन. सी. वी. टी. पैटर्न पर प्रमाण पत्र दिया जाता है। इनमें 70 प्रतिशत छात्र अनुसूचित जाति के और 15 प्रतिशत जनजाति के भर्ती किये जाते हैं। यहाँ छात्रावास की निःशुल्क सुविधा है। जो छात्र आवासीय नहीं हैं, उन्हें 37-50 पैसे प्रतिदिन की दर से और आवासीय छात्रों को 60 रु. प्रतिमास छात्रवृत्ति मिलती है। पालीटेकनिक लखनऊ में जिन छात्रों के अभिभावकों की आय 12000 रु. वार्षिक तक है, उन्हें छात्रवृत्ति मिलती हैं। ऐसे दैनिक छात्रों

को 100 रु. प्रतिमास और आवासीय छात्रों को 130 रु. प्रतिमास दिया जाता है। इसके अतिरिक्त उन्हें पुस्तकों तथा उपकरणों की खरीद के लिये अनावर्तीय सहायता मिलती है। मेडिकल तथा इंजीनियरिंग के छात्रों के लिये बुक बैंक की व्यवस्था की गयी है।

अनुसूचित जनजाति विकास निदेशालय की ओर से इन जातियों के छात्र प्रशिक्षण केन्द्रों पर भेजे जाते हैं। कुशल क्राफ्टमैनों के द्वारा भी उन्हें प्रशिक्षित कराया जाता है। इन प्रशिक्षण काल में उन्हें 200 रु. मासिक तक वेतन दिया जाता है।

उस निदेशालय की सूचना के अनुसार 85-86 वर्ष में इस क्षेत्र में उपलब्धि इस प्रकार रही—

क्र. सं.	व्यवसाय	प्रशिक्षित अनु. जनजाति के व्यक्तियों की संख्या
1	हैंडलूम बुनाई	47
2	कालीन बुनाई	15
3	डीजल इंजन आपरेटर, नलकूप चालक	39
4	चिकन कढ़ाई	110
5	बढ़ईगीरी	127
6	दर्जीगीरी	68
7	हिन्दी टंकण	10
8	बान मेकिंग	40

3.4 अनौपचारिक शिक्षा—

अनुसूचित जाति/जनजाति के लिये अनौपचारिक शिक्षा के कार्यक्रम अधिक उपयुक्त हैं क्योंकि वे लोग संस्थागत औपचारिक शिक्षा नहीं प्राप्त कर पाते। अनौपचारिक शिक्षा के कार्यक्रमों से लाभ इन लोगों को मिला है और आशा की जाती है कि उसका प्रभाव इनकी साक्षरता के प्रतिशत पर पड़ेगा। हरिजन एवं समाज कल्याण निदेशालय के संरक्षण में इन जातियों के वयस्क जनों के लिये उत्तर प्रदेश में अनेक पुस्तकालयों का संचालन होता है। गैर सरकारी संस्थाओं द्वारा जो पुस्तकालय चलाये जा रहे हैं, उन्हें आवर्तक अनुदान दिया जाता है। ऐसे अनेक पुस्तकालय हैं जो केवल इन जातियों के प्रौढ़जनों को लाभ पहुंचा रहे हैं।

एकीकृत जनजाति विकास परियोजना, चन्दन चौकी, खीरी के अन्तर्गत प्रौढ़ कक्षाओं का आयोजन किया गया और 464 प्रौढ़ों को साक्षर बनाया गया। थारु विकास परियोजना, गोण्डा के अन्तर्गत प्रौढ़ शिक्षण द्वारा 175 जनों को साक्षर बनाया गया।

3 5 हरिजन एवं समाज कल्याण निदेशालय की शैक्षिक योजनाएं एवं विशेष कार्यक्रम—

अनुसूचित जाति एवं जनजाति के शैक्षिक उत्थान के लिए इस निदेशालय की ओर से अनेक कार्यक्रम उत्तर प्रदेश में चलाये जा रहे हैं। उनका संक्षिप्त विवरण नीचे दिया जा रहा है—

1. कक्षा 1 से 10 तक के उन छात्रों को जिनके अभिभावकों की आय 750 रु. मासिक है, 31 मार्च 1984 से छात्रवृत्ति दी जाती है। यह छात्रवृत्तियाँ 75 प्रतिशत योग्यता और 25 प्रतिशत निर्धनता के आधार पर स्वीकृत होती हैं।
2. कक्षा 9 से 10 में अध्ययनरत इन वर्गों के समस्त छात्रों को छात्रवृत्ति देने का निर्णय किया गया है। 85-86 में 511.00 लाख रुपये आयोजनगत मद से और 360.120 लाख आयोजनेतर मद से दी गयी और 4,43,682 छात्र लाभान्वित हुए।
3. मेधावी छात्रों को छात्रवृत्ति देकर उत्तर प्रदेश राज्य सरकार 35 पब्लिक स्कूलों में पढ़ने भेजकर उनका समस्त व्यय भार उठाती हैं। 85-86 में इस पर 3.650 लाख रुपये व्यय हुए और 70 छात्र लाभान्वित हुए।
4. "अपारचुनिटी कास्ट योजना" के अन्तर्गत राज्य सरकार लड़कियों की शिक्षा को प्रोत्साहन देने के लिए प्रति बालिका उसके परिवार को 15 रुपये देती है। यह योजना कई जनपदों में लागू करके अब अन्य जनपदों में लागू करने का विचार है। इस पर 74.80 लाख रुपये व्यय 1982-83 में किये गये।
5. कक्षा 4-5 में प्रथम, द्वितीय और तृतीय स्थान पाने वाले छात्रों को छात्रवृत्ति अनिवार्य रूप से देने में 31.00 लाख रुपये व्यय करने का निश्चय किया गया है।
6. औद्योगिक प्रशिक्षण केन्द्रों में इन जातियों के नवयुवकों को छात्रवृत्ति दी जाती हैं। इस पर लगभग 32 लाख रुपये प्रतिवर्ष खर्च आता है।
7. केन्द्र पुरोनिधानित योजना के अन्तर्गत अस्वच्छ पेशे में लगे लोगों (चमड़ा उतारने वाले, मैला उठाने वाले) के बच्चों को कक्षा 6 से 10 में विशेष छात्रवृत्ति दी जाती है। यह योजना 14 प्रमुख जिलों में चल रही है। प्रति छात्र 140 रु. प्रतिमास छात्रवृत्ति दी जाती है। व्यय का विवरण निम्न तालिका में दिया जा रहा है—

तालिका

क्र. सं.	वर्ष	व्यय	अभ्यार्थी संख्या छात्र
1.	1980-81	218370	150
2.	1981-82	530000	305
3.	1982-83	1252000	895

4.	1983-84	500000	287
5.	1984-85	10,00,00	690
6.	1985-86	10,00,00	690

8. पूर्वदशम कक्षाओं के छात्रों के शुल्क की क्षति पूर्ति योजना में स्वैच्छिक संस्थाओं में पढ़ने वाले इन जातियों के छात्रों के शुल्क न लेने से होने वाली हानि को विभाग पूरा करता है। सन् 85-86 में क्षति पूर्ति के कारण 311.209 लाख रुपये की धनराशि व्यय की गयी। इससे 351709 लाख छात्रों को लाभ पहुँचा।

9. स्थानीय निकायों जैसे नगर पालिका, महापालिका, जिला परिषद् आदि द्वारा चलाये गये स्कूलों में इन जातियों की शिक्षा पर होने वाले व्यय का 2/3 भाग यह निदेशालय वहन करता है। इस पर 11.133 लाख रुपये का व्यय 85-86 में हुआ।

10. स्वैच्छिक संस्थाओं द्वारा चलाये गये प्राइमरी विद्यालयों, पुस्तकालयों और छात्रावासों में जहाँ 50% से अधिक इन जातियों के छात्र लाभ उठाते हैं आवर्तक अनुदान दिया जाता है। 85-86 वर्ष में 122.72 लाख रुपये इस पद में व्यय हुए।

11. प्राविधिक शिक्षा के अन्तर्गत लखनऊ, गोरखपुर और नैनिताल के प्रशिक्षण केन्द्र में प्रशिक्षण पाने वाले छात्रों को छात्रवृत्तियाँ दी जाती हैं।

12. दशमोत्तर कक्षाओं के छात्रों को छात्रवृत्ति एवं अन्य शैक्षिक सुविधाओं की योजना के अन्तर्गत—

(क) 1000 रु. प्रतिमाह तक की आय वाले इन वर्गों के लोगों की सन्तानों को विभिन्न कोर्सों की दृष्टि से 70 रु. से 185 रु. प्रतिमास छात्रवृत्ति दी जाती है। इसके लिये 85-86 वर्ष में लगभग 15 करोड़ रुपये का प्रावधान किया गया।

(ख) पुस्तकों तथा उपकरणों की खरीद के लिए 20.00 लाख रुपये का प्रावधान हुआ।

(ग) प्रथम बार अनुत्तीर्ण छात्रों के लिए शुल्क मुक्ति में 4.25 लाख व्यय किये गये।

(घ) प्रथम श्रेणी में उत्तीर्ण होने वालों को पुरस्कार देने में 4.50 लाख रुपये का प्रावधान किया गया।

(ङ) इंजीनियरिंग तथा मेडिकल कालेजों के छात्रों के लिए बुक बैंक योजना पर 85-86 में 4.00 लाख रुपये की व्यवस्था की गयी।

13. उत्तर प्रदेश के आश्रम पद्धति विद्यालयों के विकास के लिए छात्रावास युक्त भवन बनाने की योजना है। इसके लिए 81-82 वर्ष से 84-85 वर्ष तक 24.23 लाख रुपये स्वीकृत हुए। इलाहाबाद, मिर्जापुर (दुद्धी), बांदा, वाराणसी, मिर्जापुर (घोरादल), आजमगढ़

और गोंडा के राजकीय आश्रम पद्धति विद्यालयों के भवनों के निर्माण का काम आवास निगम को सौंपा गया।

14. **छात्रावास**—शहरी क्षेत्रों में जनजातियों और अनुसूचित जातियों के छात्रों के आवास की समस्या हल करने के लिए छात्रावासों का निर्माण करने की योजना है। अब तक 37 मैदानी जनपदों मे और 4 पर्वतीय जनपदों में राजकीय छात्रावास बन चुके हैं। 10 बालिकाओं के छात्रावास बनकर तैयार हो गये हैं। शेष जनपदों में इनके लिए भूमि की व्यवस्था की जा रही है। कुछ स्वयंसेवी संस्थाएँ भी इस प्रकार के छात्रावास चलाती हैं। उन्हें 5.00 लाख रुपये तक अनुदान छात्रावास बनाने के लिए दिया जाता है। इनमें उनका अंशदान 10% होता है।

3.6 अनुसूचित जनजाति विकास निदेशालय के शैक्षिक कार्यक्रम—

सन् 1984 में स्थापित यह निदेशालय जनजातियों के शैक्षिक विकास के लिए कार्यक्रम चलाता है। इसके अन्तर्गत निम्नलिखित योजनाएँ हैं:—

(क) अनुसूचित जनजाति के विद्यार्थियों को पूर्व दशम कक्षाओं में निःशुल्क शिक्षा हेतु शैक्षिक संस्थाओं को घाटे की पूर्ति की योजना पर 84-85 में 1.46 लाख, 85-86 में 3 लाख रुपये व्यय हुए।

(ख) अनुसूचित जनजाति के 1 से 10 कक्षा तक, छात्रों को छात्रावृत्ति एवं अनावर्तीय सहायता की योजना पर 84-85, 85-86, 86-87 में कुल लगभग 20 लाख रुपये व्यय हुए।

(ग) चिकित्सा, अभियंत्रण और प्रौद्योगिक कक्षाओं में पुस्तकों एवं उपकरणों की खरीद की योजना के अन्तर्गत छात्रों को गत वर्षों में 1.56 लाख की राशि प्रदान की गयी जिससे 150 छात्र लाभान्वित हुए।

(घ) कक्षा 9-10 के अनुसूचित जनजाति के छात्रो छात्रवृत्ति तथा अनावर्तन सहायता के लिए 84-85 में 4.35 लाख, 85-86 में 3.85 लाख, 86-87 में 3.115 लाख रुपये व्यय हुए।

(ङ) हाई स्कूल तथा इंटर के छात्रों की कोचिंग की योजना पर 85-86 में 2 लाख और 86-87 में 1.958 लाख का व्यय हुआ। इन वर्षों में क्रमशः 33 और 44 छात्रों को लाभ मिला।

(च) अनुसूचित जनजाति के छात्र-छात्राओं के लिए छात्रावास का संचालन एवं भवन निर्माण की योजना के अन्तर्गत बालकों के 4 छात्रावास बलुआकोट, काशीपुर, लखीमपुर खीरी और गोपेश्वर में तथा बालिकाओं का एक छात्रावास नानापोखरी में चल रहा है। गत तीन वर्षो में लगभग 23 लाख रूपये इस मद में व्यय हुए।

(छ) आश्रम पद्धति विद्यालयों के रख-रखाव और संचालन के साथ इनका स्तर ऊंचा करने की योजना के अन्तर्गत 10 विद्यालय आये हैं। 84-85 में 34.50 लाख, 85-86 में 36.50 लाख, 86-87 में 57.89 लाख मैदानी क्षेत्र में और 10.44 लाख तथा 10.83 लाख पर्वतीय क्षेत्र में व्यय हुआ है।

(ज) स्वैच्छिक संस्थाओं द्वारा संचालित विद्यालयों के रख-रखाव के लिए बनी योजना में गत तीन वर्षों में 8.24 लाख रूपये की धन राशि व्यय की गयी।

(झ) केन्द्र प्रोनिधानित योजना के अन्तर्गत दशमोत्तर कक्षाओं के छात्रों को छात्रवृत्ति तथा छात्र वेतन के रूप में दो वर्षों में 47.80 लाख रूपये खर्च हुए।

(ञ) हरिजन एवं समाज कल्याण विभाग से सहायता प्राप्त पुस्तकालयों, छात्रावासों और विद्यालयों के सुधार के लिए इस निदेशालय से अनुदान दिया जाता है। इस मद में गत तीन वर्षों में 8.15 लाख रूपये खर्च किये गये।

(ट) हाई स्कूल में प्रथम श्रेणी पाने वाले छात्रों पर पुरस्कार रूप में 2 लाख रूपये व्यय किये गये।

इस निदेशालय द्वारा जनजातियों के लिए कई योजनाएं चलाई जा रही हैं। उनके अन्तर्गत शैक्षिक गतिविधियां चलती रहती हैं। बुक्सा आदिम जनजाति-उत्थान योजना (बिजनौर एवं पर्वतीय क्षेत्र) में 84-85 में 2 प्राइमरी स्कूल और भोटिया जनजाति उत्थान योजना में 2 छात्रावास चलाये गये। छात्रावासों में 50-60 छात्रों के रहने और निशुल्क: भोजन की व्यवस्था है। संविधान की धारा 275 (1) के अन्तर्गत 1983-84 में केन्द्रीय सहायता से गोण्डा परियोजना में एक आश्रम पद्धति विद्यालय भवन का निर्माण 11 00 लाख रूपये की लागत से हुआ और खीरी परियोजना में एक आश्रम पद्धति विद्यालय का भवन 4.50 लाख रूपये से बनाया गया। खीरी के वनकटी ग्राम में एक जूनियर हाई स्कूल की स्थापना हुई।

एकीकृत जनजाति विकास परियोजना, चन्दन चौकी, खीरी में शिक्षा के विकास पर 86-87 में 3.68 लाख रूपये व्यय हुआ। 9.79 लाख रूपये उत्तर प्रदेश के शिक्षा विभाग से व्यय किये गये। इसके फलस्वरूप 27 प्राइमरी स्कूल, 4 जूनियर स्कूल शिक्षा विभाग की ओर से और 5 लड़कों तथा 1 लड़कियों का प्राइमरी स्कूल, 6 बाल बाड़ियां तथा प्रौढ़ शिक्षा केन्द्र जन जाति निदेशालय द्वारा चलाये जा रहे हैं। इसी परियोजना में जनजातियों के लिए व्यावसायिक प्रशिक्षण केन्द्र भी चल रहे हैं जिनमें अब तक 110 चिकन कढ़ाई, 25 हैंडलूम, 15 कालीन बुनाई, 107 बढ़ईगीरी, 50 दर्जीगीरी, और 39 डीजल ट्यूबवेल कर्मियों को प्रशिक्षण मिल चुका है।

थारू विकास परियोजना, विशुनपुर विश्राम गोण्डा में निदेशालय की ओर से 86-87 में 1.03 लाख और उत्तर प्रदेश शिक्षा विभाग की ओर से 7.99 लाख रुपए शिक्षा पर व्यय किये गये। इससे शिक्षा विभाग द्वारा संचालित 26 प्राइमरी स्कूल तथा 1 जूनियर हाई स्कूल और निदेशालय के 3 प्राइमरी स्कूल और 5 बाल वाड़ियां चल रही हैं। इन जातियों के व्यावसायिक प्रशिक्षण के लिए केन्द्र खोले गये हैं जिनमें हैण्डलूम, बढ़ईगीरी, दर्जीगीरी, टाइपिंग तथा कप-प्लेट बनाने के व्यवसाय सिखाये जाते हैं। इनमें 150 रु. प्रतिमास छात्र वेतन मिलता है। अब तक 22 हैण्डलूम, 20 बढ़ईगीरी, 10 दर्जीगीरी, 10 टाइपिंग, और 40 रस्सी बटाई के काम में प्रशिक्षण पा चुके हैं।

पर्वतीय क्षेत्र की एकीकृत योजनाओं के अन्तर्गत आश्रम पद्धति विद्यालय, गदरपुर तथा मिसा हाई विद्यालय गुलरभोज में भवन-भूमि हेतु 4 लाख रुपये व्यय किये गये। सर्वेण्ट आफ इण्डिया सोसाइटी द्वारा निर्मित एक छात्रावास के लिए 3.50 लाख रुपये का अनुदान दिया गया। गूलरभोज में 5.00 लाख की लागत से आई. टी. आई. की स्थापना की गयी है। विकास खण्ड, बाजपुर में 2 जूनियर स्कूलों के भवन निर्माण पर 4 लाख रुपये खर्च हुए हैं। गदरपुर विकास खण्ड में 8 प्राइमरी स्कूल के भवन 4.40 लाख रुपये की लागत से बने।

एकीकृत जनजाति विकास योजना, खटीमा-सितारगंज, नैनीताल में आश्रम पद्धति विद्यालय बिडौरा के लिए भूमि क्रय करने पर 2.00 लाख खटीमा में आई. टी. आई. की स्थापना पर 5.00 लाख, सितारगंज में 2 जूनियर स्कूलों के भवन निर्माण पर 4 लाख और 10 प्राइमरी स्कूलों के भवन निर्माण पर 5.50 लाख रुपये व्यय किये गये।

एकीकृत जनजाति विकास परियोजना धारचूला मुन्स्यारी, पिथौरागढ़ में 4.00 लाख, 2 आश्रम पद्धति विद्यालयों के भवन निर्माण के लिए भूमि क्रय, 4.00 पहले के वर्तमान आश्रम स्कूल के उन्नयन पर व्यय हुए।

एकीकृत जनजाति विकास परियोजना, चकराता कालसी, देहरादून जनपद में 4.00 रुपये से आश्रम पद्धति विद्यालय के लिए भूमि खरीदी गयी। 5.00 लाख रुपये से आई. टी. आई. की स्थापना की गयी। यहीं 4.00 लाख रुपयें से 2 जूनियर हाई स्कूलों के भवन निर्मित हुये हैं। 12 प्राइमरी स्कूलों के भवन-निर्माण पर 6.60 लाख रुपये व्यय हुए।

एकीकृत जनजाति विकास योजना, जोशीमठ, चमोली में एक आश्रम पद्धति विद्यालय, जोशीमठ में खोलने के लिए 2.00 लाख रुपये से भूमि क्रय कर ली गयी है।

3.7 शिक्षा के लिए वित्तीय प्रावधान—

उत्तर प्रदेश में अनुसूचित जाति/जनजाति की शिक्षा का व्यय भार निम्नलिखित एजेन्सीज द्वारा उठाया जाता है—

1 केन्द्रीय सरकार कई परियोजनाओं के संचालन में आर्थिक सहायता प्रदान करती है।

2 राज्य का शिक्षा विभाग।

3 निदेशालय, हरिजन एवं समाज कल्याण विभाग, उत्तर प्रदेश।

4 निदेशालय, जनजाति विकास, उत्तर प्रदेश।

3.7.1 अनुसूचित जाति के लिए प्रावधान—(समाज कल्याण विभाग)

छठी पंचवर्षीय योजना 80-85	3162.06 लाख
सातवीं पंचवर्षीय योजना 85-90	7830.00 लाख
वर्ष 1985-86	1733.84 लाख

वर्ष 1985-86 में अनुसूचित जाति के छात्रों पर विभिन्न मदों में हरिजन तथा समाज कल्याण विभाग द्वारा निम्न प्रकार से व्यय किया गया—

	मद	व्यय	लाभान्वितों की संख्या
1	अस्वच्छ पेशे वालों छात्रों को छात्रवृत्ति	25,00,000	100
2	दशम कक्षा में प्रथम श्रेणी पाने वाले अनु. जाति/जनजाति के छात्र	5,50,000	1375
3	प्रथम बार अनुत्तीर्ण की क्षतिपूर्ति	4,25,000	1415
4	पुस्तकों एवं उपकरणों की खरीद	28,23,000	8088
5	बुक बैंक की स्थापना	4,00,000	240
6	कोचिंग व्यवस्था	21,34,000	2581
7	स्वैच्छिक संस्थाओं को अनुदान	122,72,000	—
8	स्थानीय निकायों को अनुदान	11,13300	—
9	औद्योगिक प्रशिक्षण केद्रों पर	23,2000	5273

10	कक्षा 4-5 के छात्रों को छात्रवृत्ति	31,00000	208332
11	मेधावी छात्रों को छात्रवृत्ति	3,65000	70
12	अपारच्यूनिटी कास्ट योजना	74,80000	—

3.7.2 अनु. जनजातियों के लिए प्रावधान—

अनुसूचित जनजातियों के शैक्षिक विकास के लिए जो भी योजनाएँ उत्तर प्रदेश में चल रही हैं उन पर निम्न प्रकार से धनराशि 1985-86 वर्ष में व्यय की गयी है—

(क) निदेशालय जनजाति विकास द्वारा शिक्षा पर व्यय की गयी राशि जो योजनागत तथा योजनेतर मदों में है — 96.61 लाख

(ख) अन्य विभागों द्वारा मैदानी तथा पर्वतीय क्षेत्रों में शिक्षा पर व्यय एवं समाधान। — 548.91 लाख

अध्याय ४

अनुसूचित जाति/अनुसूचित जनजातियों की शिक्षा सम्बन्धी समस्याएँ एवं समाधान

4.0 प्रस्तावना—इन दोनों जातियों की शैक्षिक समस्याएं कुछ तो एक समान और कुछ भिन्न हैं। अनुसूचित जातियाँ, उत्तर प्रदेश के शहरी और ग्रामीण क्षेत्रों में उच्च जातियों के साथ ही बसी हुई है। उनकी प्रमुख समस्या भावनात्मक है। उनके बच्चे अस्पृश्यता और अपेक्षा के कारण हीनता की ग्रंथि से ग्रस्त होते हैं। विद्यालयों में प्रवेश तथा पढ़ाई आदि में उनके साथ भेद-भाव नहीं बरता जाता परन्तु संस्थाओं के सामाजिक जीवन में उन्हें सम्मानपूर्ण स्थान नहीं मिलता। उच्च जातियों के बच्चे उनके साथ सौहार्दपूर्ण व्यवहार नहीं करते। इससे उनके मन में तनाव उत्पन्न होता है। इनका प्रभाव उनकी शैक्षिक उपलब्धियों पर पड़े बिना नहीं रहता। आर्थिक दृष्टि से भी अनुसूचित जाति के परिवार सम्पन्न नहीं होते। यद्यपि आजादी के बाद इन जातियों में जागृति उत्पन्न हुई है और वे अपने बच्चों को शिक्षा देने को इच्छुक भी हैं परन्तु अर्थाभाव के कारण वे उन्हें प्राइमरी विद्यालयों के आगे नहीं ले जाते। इनके बच्चों की मूल समस्या अपव्यय और अवरोधन है। प्राइमरी स्तर के बाद अधिकांश बालक-बालिकाएं रोजगार में लगना चाहते हैं, इसलिए वे विद्यालय छोड़ देते हैं। इन बच्चों के परीक्षा-परिणाम भी बहुत सन्तोषजनक नहीं हैं। यह कहना तो मनोवैज्ञानिक दृष्टि से अनुचित होगा कि इन बच्चों का बौद्धिक स्तर नीचा होता है। इसलिए वे उत्तम श्रेणी में उत्तीर्ण नहीं होते। उनका प्रारम्भ का सांस्कृतिक वातावरण ऐसा होता है कि वह भाषागत विकास में सहायक नहीं होता। फलतः प्रारम्भ में ही उनका मानसिक विकास अवरुद्ध हो जाता है और दोष दिया जाता है इन बच्चों को। इस सम्बन्ध में अधिक गहराई से शोध की आवश्यकता है। उससे ही उनकी समस्याओं का ज्ञान हो सकता है।

4.1 समस्याएं—अनुसूचित जातियाँ सदियों से उपेक्षा और शोषण का शिकार रही हैं। उन्हें शिक्षा की सुविधाएँ नहीं मिली। अतः वे अन्धविश्वास, रुढ़ियों और परम्पराओं कोनहीं त्यागतीं। उनमें आधुनिकता बोध भी नहीं है। जिन-जिन पेशों में वे लगी हैं, उनकी नयी तकनीक वे नहीं ग्रहण करतीं। उनके संस्कारों का इतना अधिक प्रभाव है कि उनका उनकी शिक्षा पर प्रतिकूल प्रभाव पड़ता है। वास्तव में वे समता और सामाजिक न्याय के लिए अभी संघर्ष ही कर रही हैं। राजनैतिक स्तर पर उन्हें समानता का दर्जा अवश्य मिल गया है परन्तु समाज में अभी उन्हें वह

स्थान नहीं मिला जो अपेक्षित है । इन सब स्थितियों का उनकी शिक्षा से सीधा सम्बन्ध है । दूसरी ओर, शिक्षा के प्रति उनकी बढ़ती रुचि से उनकी आकांक्षाओं का पता चलता है । यह सभी क्षेत्र शोध का विषय बन सकते हैं ।

ये अपने बच्चों को स्कूल भेजना नहीं पसंद करते । बच्चे भी अपने माता-पिता से अलग नही रहते । दूसरे प्रौढ़ जौनसारी यह भय अनुभव करते हैं कि पढ़-लिख कर युवाजन अपनी संस्कृति का त्याग कर देंगे ।

थारु जाति में तेजी से बदलाव आता जा रहा है । फिर भी शिक्षा की दृष्टि से ये लोग पिछड़े हुए हैं क्योंकि इनमें बाल-विवाह की प्रथा का प्रभाव शिक्षा की दृष्टि से अनुकूल नहीं है । विवाह होते ही बच्चे परिवार की जिम्मेदारी उठाने लगते हैं और शिक्षा की ओर से उदासीन हो जाते हैं ।

डा. वर्मा ने जनजातियों की शिक्षा के अवरोधक तत्वों में शिक्षा के माध्यम को प्रमुख तत्व माना है। उनका विचार है कि इन जातियों की भाषाओं का विकास करना आवश्यक है । प्रारम्भिक स्तर पर तो अध्यापकों को उन्हीं की भाषा के माध्यम से शिक्षा दी जानी चाहिए । इसका प्रभाव बच्चों की शैक्षिक उपलब्धि पर पड़ेगा । हिन्दी भाषा के साथ-साथ इनकी मातृ भाषा का अधिकाधिक प्रयोग किया जाना चाहिए ।

जनजातियों की शिक्षा के प्रति अभिरुचि सकारात्मक नहीं है । इस मानसिकता ने उनकी शिक्षा में अवरोध उत्पन्न किया है । इनके बीच अनौपचारिक शिक्षा के माध्यम से कोई कार्य ऐसा नहीं किया गया है जिससे इनकी अभिरुचि बदले । प्रौढ़ों में निरक्षरता दूर करके शिक्षा के प्रति उनकी उदासीनता को नष्ट किया जाना चाहिए। ऐसा तभी संभव होगा जब प्रौढ़ शिक्षा को उनकी संस्कृति, पर्यावरण, व्यवसायों और भाषा को आधार बनाया जाय ।

जनजातियों की आर्थिक स्थिति अच्छी नहीं है । जो लोग अपने बच्चों को शिक्षा देना चाहते हैं, गरीबी के कारण शिक्षा नहीं दे पाते । इस स्थिति से निपटने के लिए इन जातियों के बालकों के लिए मुफ्त पुस्तकें, शुल्क ।

आदिवासियों और जनजातियों की शिक्षा के सम्बन्ध में इधर गत दो दशकों में अधिक रुचि दिखायी जा रही है । कुछ शोध कार्य भी किया गया है । कमला नेहरू भौतिक एवं सामाजिक विज्ञान संस्थान के व्याख्याता डा. मोरध्वज वर्मा द्वारा किया गया शोध कार्य इस प्रसंग में उल्लेखनीय है । अवध विश्वविद्यालय फैजाबाद (उ. प्र.) ने उनके शोध कार्य प्रबन्ध—फैक्टर्स अफेक्टिंग ऐकडिम अचीवमेंट : ए क्रास-कल्चरल स्टडी आफ ट्राइबल ऐंड नान-ट्राइबल स्टूडेण्ट्स ऐट द जूनियर हाई

स्कूल लेवेल इन उत्तर प्रदेश—पर डा. वर्मा को पी. एच. डी. उपाधि प्रधान की है। उन्होंने अपने एक निबन्ध में उत्तर प्रदेश की जनजातियों, विशेषरूप से भोटिया, जौनसारी और थारु की शिक्षा में बाधक समस्याओं का विश्लेषण किया है।

डा. मोरध्वज का कथन है कि भोटिया जाति के बच्चों की शिक्षा में प्रमुख बाधक तत्व भौगोलिक हैं। यह जाति 25 हजार फीट ऊँचे पर्वतीय प्रदेश में रहती है और यह भीषण ठंडक होती है। यहाँ योग्य शिक्षक जाना नही चाहते और भोटिया लोग इन स्थानों से सर्दी के दिनों में मैदानी प्रदेशों में चले जाते हैं। इनकी मातृभाषा भी समुन्नत नहीं जिसके माध्यम से शिक्षा दी जाय। पशु-पालन और कृषि के पेशों से इन्हें पर्याप्त आय नहीं होती। वे अपने बच्चों की शिक्षा पर धन व्यय करने में असमर्थ है।

जौनसारी जाति भी पर्वतीय प्रदेशों में निवास करती है। इनका समाज स्तरीकृत है, उच्च वर्ग हिन्दुओं के ब्राह्मण-क्षत्रिय वर्ग के समकक्ष है, मध्यम वर्ग कामगार लोगों का है और निम्न वर्ग अस्पृश्य माना जाता है। इस तृतीय वर्ग में शिक्षा का अभाव है। अन्य वर्गों में भी शिक्षा के प्रति अरुचि है। बहुपति विवाह के कारण सारा परिवार इस प्रकार बँधा रहता है कि जौनसारी की माफी, छात्रवृत्ति और भोजन वस्त्र आदि की सुविधा प्रचुर मात्रा में दी जानी चाहिए।

4.2 समाधान—जनजातियों के बीच शिक्षा को लोकप्रिय बनाने तथा उनके इस भय का उन्मूलन करने के लिए कि सामान्य शिक्षा प्रणाली से उनकी संस्कृति नष्ट हो जायेगी, यह आवश्यक होगा कि विशिष्ट प्रकार के स्कूल उन क्षेत्रों में खोले जायें जहाँ यह जातियाँ बहुसंख्यक हों। आश्रम पद्धति पर चलाये गये विद्यालय, इस दिशा में एक प्रयत्न है परन्तु वह पर्याप्त नहीं है। मिश्रित प्रकार के राजकीय विद्यालयों में इस समुदाय के जीवन का प्रतिनिधित्व 'नहीं' के बराबर हो। संयुक्त राज्य अमेरिका में जो कम्यूनिटी स्कूल चल रहे हैं, इस प्रकार से साधन सम्पन्न आवासीय विद्यालय जन-जातीय बालकों के लिए अधिक उपयुक्त होंगे। उनमें जनजातियों की जीवन शैली प्रतिबिंबित होनी चाहिए और साथ ही भारत की समन्वित संस्कृति की झाँकी भी प्रस्तुत हो ताकि इनके बच्चे अपनी संस्कृति के साथ-साथ राष्ट्रीय धारा से तालमेल बैठा सकें। इन विद्यालयों में 'क्षतिपूरक कार्यक्रम' (कम्पेन्सेटरी प्रोग्राम) चलाये जा सकते हैं, जिससे उनके पिछड़ेपन को दूर किया जा सकता है। इस विद्यालय को जनजातियों की जीवन शैली के अनुरूप ढालना तथा इसका सारा व्ययभार राज्य सरकार को वहन करना होगा। 'नवोदय' विद्यालय जो इनके क्षेत्रों में स्थापित किये जायें, इस लक्ष्य की पूर्ति कर सकते हैं।

खण्ड–2

उत्तर प्रदेश में आश्रम पध्दति विद्यालय

लेखक द्वय

1. एन. पी. गुप्त
अधीक्षक
राजकीय आश्रम पद्धति विद्यालय
मुंशिहार (उ. प्र.)

2. डॉ. मोरध्वज वर्मा
प्रवक्ता-शिक्षा
कमला नेहरू विज्ञान एवम् तकनीकी संस्थान
सुलतानपुर (उ. प्र.)

अनुक्रमणिका

उत्तर प्रदेश के दुर्बलतर वर्गों का अध्ययन

अध्याय 1

उत्तर प्रदेश के दुर्बलतर वर्गों का अध्ययन

1.1 उत्तर प्रदेश तथा इसके दुर्बलतर वर्ग —

भारत के उत्तरी क्षेत्र में जम्मू तथा कश्मीर, हिमाचल प्रदेश, पंजाब, राजस्थान, हरियाणा, दिल्ली तथा उत्तर प्रदेश सम्मिलित हैं। इन सभी प्रान्तों की अपनी विशिष्ट संस्कृतियाँ, भाषाएँ/उप-भाषाएँ, अर्थ व्यवस्था तथा भौगोलिक विशेषताएँ हैं। इनमें पारस्परिक विभिन्नता तो है ही, अन्तर-राज्यीय विभिन्नताएँ भी हैं। उत्तरी क्षेत्र में उत्तर प्रदेश क्षेत्रफल तथा जनसंख्या की दृष्टि से सबसे बड़ा प्रान्त है। यह एक ओर पूर्वोत्तर में हिमालय की शिवालिक पर्वत शृंखलाओं को स्पर्श करता है तो उत्तर में जम्मू-कश्मीर तथा हिमाचल प्रदेश को। उत्तर-पश्चिम में दिल्ली, पंजाब तथा राजस्थान स्थित हैं। इस प्रान्त की पूर्वी सीमा बिहार और दक्षिण-पश्चिमी सीमा मध्य प्रदेश प्रान्त को छूती है। उत्तर प्रदेश, उत्तर पूर्व में नेपाल एवं चीन देशों की अन्तर्राष्ट्रीय सीमा रेखाओं द्वारा पृथक होता है। इस प्रकार इस प्रान्त का भौगोलिक एवं सामरिक दोनों दृष्टियों से महत्वपूर्ण स्थान है।

उत्तर प्रदेश एक विशाल प्रान्त होने के कारण अनेक भौगोलिक एवं मौसमी विभिन्नताओं से युक्त है। इसके उत्तराखण्ड में स्थित गढ़वाल व कुमाऊं मण्डल 2000 से 25000 फीट ऊंची पर्वत शृंखलाओं में स्थित हैं तो लखनऊ, मेरठ, कानपुर, फैजाबाद, इलाहाबाद, बरेली, आगरा आदि मण्डल मैदानी हैं। गोरखपुर मण्डल तराई में स्थित है। उत्तर प्रदेश में पर्वतीय, मैदानी, बाढ़ प्रभावित पूर्वांचल क्षेत्र तथा पथरीली भूमि वाला बुन्देलखण्ड क्षेत्र पाया जाता है।

प्रान्त की भौगोलिक विशेषताओं का प्रभाव इसके निवासियों की संस्कृति, रहन-सहन, कृषि, व्यापार व भाषा पर भी पड़ा है। इसलिए इस प्रान्त में अनेक संस्कृतियाँ, बोलियाँ अथवा उप भाषाएँ तथा आर्थिक विभिन्नताएँ देखने को मिलती हैं। कुछ लोग सामाजिक-आर्थिक दृष्टि से सम्पन्न मिलते हैं तो कुछ वर्ग अत्यन्त पिछड़े हुए। मैदानी क्षेत्रों में शिक्षा संचार तथा परिवहन के विकास से लोग आगे बढ़ गये हैं तो दुर्गम पर्वतीय तथा वन क्षेत्रों में अशिक्षा, निर्धनता के कारण पिछड़ गए हैं।

भारतीय संविधान में समाज के दुर्बलतर वर्गों के आर्थिक एवं शैक्षिक हितों की विशेष सावधानी के साथ रक्षा करने की व्यवस्था की गई है (अनुच्छेद 46)। इसे ध्यान में रखते हुये उत्तर

प्रदेश शासन ने भी प्रान्त के कुछ वर्गों तथा क्षेत्रों में व्याप्त पिछड़ेपन को कम करने के लिए अनेक प्रयास किए हैं तथा आशातीत सफलता भी प्राप्त की है। परन्तु समर्थ एवं दुर्बलतर वर्गों के बीच की खाई अभी तक बनी हुई है। अतः इस दिशा में निरन्तर योजनाबद्ध ढंग से कार्य करते रहने की आवश्यकता है।

1.2 दुर्बलतर वर्गों के प्रकार --

उत्तर प्रदेश में कुछ सामाजिक वर्ग शिक्षा एवं विकास की दौड़ में पिछड़ गए हैं। इसके मुख्यतः निम्नलिखित कारण हैं—

1. भौगोलिक दृष्टि से दुर्गम क्षेत्रों में निवास के कारण राष्ट्र की मुख्य जीवन धारा से पृथकता।
2. अतीत में व्यवहृत अस्पृश्यता की कुप्रथा।
3. शैक्षिक एवं सामाजिक पिछड़ापन।
4. अतीत में कुछ जातियों का अपराधिक कार्यों में लिप्त रहना।

स्वतंत्रता के पश्चात भौगोलिक पृथकता में रहने वाली सामाजिक, आर्थिक व शैक्षिक दृष्टि से पिछड़ी जातियों को संविधान के अनुच्छेद 342 में, तथा अतीत में अस्पृश्य समझे जाने के कारण दुर्बलतर जातियों को संविधान के अनुच्छेद 341 में अनुसूचित कर दिया गया ताकि उनका उचित विकास हो सके। शैक्षिक, आर्थिक व सामाजिक दृष्टि से पिछड़े हुए अन्य वर्गों एवं जातियों के उत्थान हेतु संविधान के अनुच्छेद 340 में यह व्यवस्था की गई है कि विभिन्न प्रान्तों में 'अन्य पिछड़े वर्गों' की जानकारी व विकास हेतु राष्ट्रपति स्वतन्त्र आयोग का गठन कर सकता है।

उत्तर प्रदेश में इन तीनों वर्गों की जनसंख्या पाई जाती है। यह तीनों दुर्बलतर वर्ग निम्नलिखित हैं :

1. संविधान के अनुच्छेद 341 में उल्लिखित अनुसूचित जातियाँ।
2. संविधान के अनुच्छेद 342 में अनुसूचित जनजातियाँ।
3. संविधान के अनुच्छेद 340 के आधार पर राज्यों द्वारा घोषित अन्य पिछड़ी जातियाँ।

    (अ) शैक्षिक एवं आर्थिक रूप से 'पिछड़ी जातियाँ'

    (आ) विमुक्त जातियाँ जो अतीत में अपराधिक कृत्यों में लीन मानी जाती थीं।

उत्तर प्रदेश में 66 जातियों को अनुसूचित जाति, 5 जातियों को अनुसूचित जनजाति, 58 जातियों को पिछड़ी जाति तथा 70 जातियों को विमुक्त जाति (जिनमें 39 अस्थिर या घुमन्तू

तथा 31 स्थिर) में वर्गीकृत किया गया है। विमुक्त जाति वर्ग में 12 गैर-अनुसूचित आदिवासी जातियाँ भी सम्मिलित हैं जिन्हें अनुसूचित जनजाति घोषित करने का प्रस्ताव राष्ट्रपति के विचाराधीन है। फिलहाल 19 विमुक्त जातियाँ अनुसूचित जातियों में सम्मिलित हैं।

'अनुसूचित जाति' वर्ग में सम्मिलित दुर्बलतर जातियाँ तालिका 1.1 में प्रदर्शित हैं :

उत्तर प्रदेश में अनुसूचित जातियों की सूची :— **तालिका 1.1**

क्र. सं.	जातियाँ	क्र. सं.	जातियाँ	क्र. सं.	जातियाँ
1.	अगरिया	23.	बौरिया	45.	खरोट
2.	बादी	24.	चमार	46.	खरवार
3.	बधिक	25.	चेरो	47.	खटिक
4.	बहेलिया	26.	दबगर	48.	कोल
5.	बैगा	27.	धांगर	49.	कोरबा
6.	बैसवार	28.	धानुक	50.	लाल बेगी
7.	बजनियाँ	29.	धरकार	51.	मजहबी
8.	बाजगी	30.	धोबी	52.	मुसहर
9.	बलाहार	31.	डोम	53.	नट
10.	बलई	32.	डोमर	54.	पंखा
11.	बाल्मीकि	33.	दुसाध	55.	परहिया
12.	बंगाली	34.	घरमी	56.	पासी
13.	बनमानुस	35.	घसिया	57.	पतरी
14.	बांसफोर	36.	ग्वाल	58.	रावत
15.	बरवार	37.	हबूड़ा	59.	सहरिया
16.	बसोर	38.	हरी	60.	सनोरिया
17.	बावरिया	39.	हेला	61.	सांसिया
18.	बेलदार	40.	कलाबाज	62.	शिल्पकार
19.	बेड़िया	41.	कंजड़	63.	तुरैहा
20.	भौंतू	42.	कपरिया	64.	मंझवार
21.	भुइयाँ	43.	करबल	65.	कोरी
22.	भुइहार	44.	खैरहा	66.	गौंड

1981 की जनगणना के अनुसार उत्तर प्रदेश में अनुसूचित जातियों की जनसंख्या 23453339 है जो प्रान्त की कुल जनसंख्या 110862013 का 21% है। इस वर्ग में वे जातियाँ हैं जिन्हें अतीत में अछूत समझा जाता था। अस्पृश्यता के कारण यह लोग सामाजिक, सांस्कृतिक, शैक्षिक एवं आर्थिक दृष्टिकोण के समाज में पिछड़ते चले गए तथा राष्ट्र की मुख्य जीवनधारा से कट गए। विकास के लाभ इन्हें पूरी तरह से नहीं मिल पाए। इनमें साक्षरता का प्रतिशत अत्यन्त न्यून है। स्वतन्त्रता के पश्चात संविधान के अनुच्छेद 17 के द्वारा अस्पृश्यता को कानूनी अपराध घोषित कर दिया गया जिसके परिणामस्वरूप इनकी स्थिति में सुधार आया है परन्तु ग्रामीण क्षेत्रों में इनकी स्थिति अभी दयनीय है।

'अनुसूचित जनजाति' वर्ग में प्रदेश के 5 आदिवासी वर्गों को स्थान दिया गया है। यह हैं : जौनसारी, बुक्सा, थारू, भोटिया तथा राजी। यह जातियाँ तथा हिमालय की तराई में पाई जाती हैं। इनके अतिरिक्त कई अन्य आदिवासी जातियाँ भी उत्तर प्रदेश में पाई जाती हैं परन्तु उन्हें अनुसूचित जनजाति वर्ग में सम्मिलित नहीं किया गया है। यह जातियाँ मिर्जापुर जनपद के विन्ध्य क्षेत्र में पाई जाती हैं। यह हैं : अगरिया, बैगा, भुइयार, चरो, गोंड, खरवार, कोरवा, कोल, मझवार, ओरांव, धांगर, परहिया तथा सहरिया। इनके अनुसूचित जनजाति घोषित होने का प्रस्ताव विचाराधीन है। उत्तर प्रदेश में अनुसूचित जनजाति जनसंख्या 232705 है जो प्रान्त की कुल जनसंख्या 110862013 का 0.21% है। उत्तर प्रदेश में अनुसूचित जातियों एवं जनजातियों की जनपदवार जनसंख्या परिशिष्ट 'अ' में देखी जा सकती है।

'पिछड़ी जाति' वर्ग में 58 जातियों को सम्मिलित किया गया है। इनमें से 37 हिन्दू तथा 21 मुस्लिम जातियाँ हैं। इन जातियों की सूची परिशिष्ट 'इ' में देखी जा सकती है।

'विमुक्त जाति' श्रेणी में उन जातियों को सम्मिलित किया गया है जो स्वतन्त्रता से पूर्व अपराधी मानी जाती थीं तथा जिन पर पुलिस हर समय दृष्टि रखती थी। यह जातियाँ समाज की उपेक्षा की शिकार रहीं तथा शिक्षा व विकास में पिछड़ गयी। स्वतन्त्रता प्राप्ति के बाद इन्हें अपराधिक सूची से विमुक्त किया गया अतः अब इन्हें विमुक्त जातियाँ कहा जाता है। अब इन जातियों की शिक्षा, प्रशिक्षण तथा पुनर्वास की व्यवस्था उत्तर प्रदेश शासन कर रहा है। यह जातियाँ दो प्रकार की हैं।कुछ घुमन्तू हैं जो डेरों के साथ घूमते रहते हैं (देखें परिशिष्ट आ (I)। कुछ विमुक्त जातियाँ स्थिर रहकर जीवन यापन करती हैं (देखें परिशिष्ट आ II)।

1.3 दुर्बलतर वर्गों की शिक्षा हेतु प्रयास—

स्वतन्त्रता प्राप्ति के पश्चात उत्तर प्रदेश शासन ने दुर्बलतर वर्गों के विकास हेतु बहुमुखी बहुमुखी प्रयास प्रारम्भ किए। शैक्षिक तथा आर्थिक विकास के कार्यक्रम एक दूसरे के समानान्तर

संचालित किए जा रहे हैं । क्योंकि इन जातियों के शैक्षिक विकास के द्वारा ही इनका वास्तविक स्थायी विकास सम्भव है ।

1.3.1 निजी प्रयास—

दुर्बलतर वर्गों में सम्मिलित विभिन्न जातियों के शैक्षिक विकास हेतु निजी व्यक्ति तथा न्यास सक्रिय हैं जिन्होंने विभिन्न स्तर के विद्यालयों की स्थापना इनके लिए की है । इन संस्थाओं को शासन के शिक्षा विभाग तथा हरिजन एवं समाज कल्याण विभाग द्वारा सहायता अनुदान के रूप में वित्त पोषण भी दिया जा रहा है । ये संस्थाएँ प्रान्त के विभिन्न जनपदों व क्षेत्रों में कार्यरत हैं ।

1 3 2 शिक्षा विभाग के प्रयास --

उत्तर प्रदेश शिक्षा विभाग ने प्रान्त के पिछड़े एवं आदिवासी क्षेत्रों के वन तथा दुर्गम स्थानों में अनेक प्राथमिक, प्रारम्भिक एवं माध्यमिक विद्यालयों की स्थापना की है जिनमें अन्य वर्गों की भांति इन्हें भी सामान्य शिक्षा प्रदान की जाती है । यह संस्थाएँ राजकीय तथा स्थानीय निकायों के नियन्त्रण में हैं । परन्तु उत्तर प्रदेश के शिक्षा विभाग में कोई पृथक ऐसी इकाई नहीं है जो दुर्बलतर वर्गों की शिक्षा का स्वतन्त्र/विशिष्ट प्रशासन का ध्यान रखें । इसके अतिरिक्त शिक्षा विभाग इन जातियों को छात्रवृत्ति, पुस्तकीय सहायता एवं शुल्क मुक्ति में भी शैक्षिक सहायता प्रदान करता है ।

1.3.3 हरिजन एवं समाज कल्याण विभाग के प्रयास—

यह विभाग प्रान्त के दुर्बलतर वर्गों/जातियों की शिक्षा में महत्वपूर्ण भूमिका निभा रहा है । शिक्षा विभाग की शिक्षा संस्थाओं में अध्ययनरत इन जातियों के छात्र-छात्राओं की शुल्क मुक्ति, छात्रवृत्ति आदि की क्षतिपूर्ति आंशिक या पूर्ण रूप से यह विभाग करता है । साथ ही कुछ शैक्षिक कार्यभार यह विभाग स्वयं वहन करता है । इस उद्देश्य की पूर्ति हेतु विभाग ने पूरे प्रान्त में यत्र-तत्र आवश्यकतानुसार विशेष प्रकार के आवासीय विद्यालयों की स्थापना की है तथा उनका संचालन भी शिक्षा विभाग स्वयं करता है । इन्हें 'आश्रम पद्धति विद्यालय' कहा जाता है ।

1.3.4 आश्रम पद्धति विद्यालयों की स्थापना—

1960 के पश्चात् उत्तर प्रदेश शासन ने सर्वप्रथम प्रान्त के आदिवासियों की शिक्षा की ओर ध्यान दिया तथा 1964 में प्रथम आश्रम पद्धति विद्यालय की स्थापना खटेमा (जनपद नैनीताल) में की जिसमें थारू जनजाति के बालकों की शिक्षा एवं आवास की व्यवस्था थी । जून, 1967 में

उत्तर प्रदेश की पांच आदिम जातियों जौनसारी, थारू, भुक्सा, भोटिया तथा थारू को अनुसूचित जनजाति घोषित किया गया। उसके पश्चात अन्य जातियों के लिए भी गढ़वाल, कुमाऊं तथा लखनऊ मण्डलों में 9 आश्रम पद्धति विद्यालयों की स्थापना हरिजन एवं समाज कल्याण विभाग ने की। यह विद्यालय दुर्बलतर वर्गों की शिक्षा में अत्यन्त सार्थक सिद्ध हुए तथा इन वर्गों में बड़े लोकप्रिय हुए इसे देखते हुए शासन ने आश्रम पद्धति विद्यालयों के प्रयोग को अनुसूचित एवं विमुक्त जातियों के शैक्षिक उत्थान हेतु दोहराया। इस प्रकार अनुसूचित जाति, अनुसूचित जनजाति एवं विमुक्त जाति वर्गों के लिए प्रान्त में अनेक आश्रम पद्धति विद्यालय इस समय उत्तर प्रदेश में संचालित हैं। उल्लेखनीय है कि उत्तर प्रदेश में 'पिछड़ी जातियों' के लिए आश्रम पद्धति विद्यालयों की कोई व्यवस्था अब तक नहीं है।

अध्याय २

आश्रम पद्धति विद्यालय की संकल्पना

उत्तर प्रदेश में आश्रम पद्धति विद्यालयों का एक विशिष्ट स्थान है। यह विद्यालय अपनी विशेषताओं के कारण दुर्बलतर वर्गों की शिक्षा ही नहीं वरन् संस्कृति के भी अनुपम केन्द्र हैं। इन विद्यालयों में बालक/बालिकाओं के शैक्षिक विकास के साथ-साथ उनके शारीरिक, मानसिक तथा व्यावसायिक विकास पर ध्यान दिया जाता है। आर्थिक कठिनाइयों से छात्रों की शिक्षा पर कुप्रभाव न पड़े इसलिए बच्चों के शैक्षिक, भोजन सम्बन्धी, वस्त्र, बिस्तर, पाठ्य सहगामी क्रियाओं सम्बन्धी समस्त व्यय का वहन विद्यालय स्वयं करता है। जाति विशेष की सांस्कृतिक परम्पराओं की रक्षा के रूप में भी सम्बन्धित विद्यालय कुछ न कुछ प्रयास करता रहता है। विद्यालयों में विभाग ने यदा-कदा शैक्षिक पर्यटन के द्वारा बच्चों के व्यक्तित्व विकास हेतु धन का प्रावधान कर रखा है। कुछ विद्यालयों में मनोवैज्ञानिक परीक्षण के द्वारा बच्चों के मानसिक विकास का अध्ययन समय-समय पर करने के लिए मनोवैज्ञानिकों की नियुक्ति भी की गई है।

उत्तर प्रदेश में बालकों तथा बालिकाओं हेतु पृथक-पृथक आश्रम पद्धति विद्यालय हैं। बालिकाओं की शिक्षा में यह बहुत उपयोगी पाए गए हैं क्योंकि आदिवासी जातियों में बालिकाओं तथा स्त्रियों को सम्मानजनक स्थान प्राप्त है। आश्रम विद्यालयों में शिक्षक तथा आवास दोनों की एक साथ व्यवस्था है। छात्रावास अधीक्षक तथा कम्पाउण्डर के पद भी आवासीय हैं। वे बच्चों की देखरेख के लिए विद्यालय परिसर में ही रहते हैं। प्रान्त में प्राथमिक, जूनियर हाईस्कूल, तथा हाईस्कूल सभी स्तर के आश्रम पद्धति विद्यालय विभिन्न संख्या में कार्यरत हैं। इन विद्यालयों में अधिकांश शिक्षक तथा कर्मचारी गैर-अनुसूचित जाति तथा जनजाति के हैं। परन्तु कुछ कर्मचारी इन वर्गों के भी हैं। यह विद्यालय सम्बन्धित जातियों एवं जनजातियों से निकट सम्पर्क भी बनाए रखते हैं।

2.1 उत्तर प्रदेश तथा अन्य प्रान्तों के आश्रम पद्धति विद्यालयों की तुलना—

उत्तर प्रदेश में विभिन्न दुर्बलतर वर्गों के बालकों की शिक्षा हेतु स्थापित आश्रम पद्धति विद्यालयों की एक विशिष्ट परम्परा है जो कई रूपों में अन्य प्रान्तों की समान परम्पराओं से कई अर्थों में भिन्न हैं। सर्वप्रथम उत्तर प्रदेश के आश्रम पद्धति विद्यालयों का इतिहास अभी नया ही है

क्योंकि यहाँ अधिकांश विद्यालयों की स्थापना 1967 के बाद हुई है । दूसरे जहाँ कुछ प्रान्तों में ऐसे विद्यालय आदिवासी जातियों तक ही सीमित हैं वहां उत्तर प्रदेश में इन विद्यालयों के द्वारा अनुसूचित जनजातियों के साथ-साथ समाज के अन्य दुर्बलतर वर्गों जैसे अनुसूचित जाति एवं विमुक्त जाति आदि के शैक्षिक उत्थान का प्रयास किया जा रहा है ।

राजस्थान में आश्रम पद्धति विद्यालय शिक्षा विभाग द्वारा संचालित एवं वित्त पोषित हैं जबकि उत्तर प्रदेश में इन विद्यालयों की देखरेख हरिजन तथा समाज कल्याण विभाग के द्वारा की जाती है । यद्यपि शिक्षा विभाग का हस्तक्षेप न होने के कारण उन विद्यालयों को शासन का उचित शैक्षिक दृष्टिकोण पूर्णरूप से यह उपलब्ध नहीं है परन्तु दुर्बलतर वर्गों के प्रति कल्याणकारी दृष्टिकोण से यह विद्यालय ओतप्रोत हैं जिसकी कमी अन्य प्रान्तों में यत्र-तत्र देखने को मिलती हैं । इसके पीछे सिद्धान्त है, 'दुर्बलतर वर्गों की शिक्षा' न कि 'दुर्बलतर वर्गों के लिये शिक्षा' ।

उत्तर प्रदेश में आश्रम पद्धति विद्यालय प्राथमिक, जूनियर हाईस्कूल, माध्यमिक अथवा इन्टरमीडिएट स्तर के विद्यालयों के पूर्ण रूप हैं जिनमें शिक्षा विभाग द्वारा अनुमोदित तथा प्रस्तावित समस्त शैक्षिणक एवं पाठ्य सहगामी क्रियाएँ तो सम्पन्न होती ही हैं, साथ ही कुछ अतिरिक्त कार्य भी सम्पन्न होते हैं जैसे: बच्चों का मनोवैज्ञानिक परीक्षण, उनके स्वास्थ्य की निरन्तर देखभाल तथा विशेष प्रकार की प्रवेश व्यवस्था । राजस्थान के आश्रम पद्धति विद्यालयों की स्थिति इससे भिन्न है। वहाँ शिक्षा विभाग द्वारा संचालित इन संस्थाओं में केवल आवासीय सुविधा जनजातीय विद्यार्थियों को प्रदान की जाती है, और यह एक विशेष प्रकार के छात्रावास ही है जिनमें प्रशिक्षित व्यक्तियों की देखरेख में विद्यार्थी रहते और अध्ययन कार्य सम्पन्न करते हैं । विद्यालय जैसा शिक्षण कार्य औपचारिक रूप से इनमें सम्पन्न नहीं होता । कक्षा शिक्षण हेतु छात्रों को अन्य विद्यालयों में जाना पड़ता है ।

उत्तर प्रदेश के आश्रम पद्धति विद्यालयों के समस्त कर्मचारियों की सेवाएँ हरिजन तथा समाज कल्याण विभाग के अधीन हैं तथा इनका स्थानान्तरण शिक्षा विभाग द्वारा संचालित विद्यालयों में नहीं हो सकता । अन्य प्रान्तों में स्थिति इससे भिन्न है जैसे राजस्थान में आश्रम विद्यालयों तथा सामान्य विद्यालयों के शिक्षकों और कर्मचारियों के पारस्परिक स्थानान्तरण होते रहते हैं । उत्तर प्रदेश में न केवल वर्ग बल्कि जाति के आधार पर स्वतन्त्र आश्रम पद्धति विद्यालय संचालित हैं । समस्त अनुसूचित जातियों हेतु एक विद्यालय तथा एक जनजाति विशेष हेतु (जैसे जौनसारी) एक विद्यालय उत्तर प्रदेश में मिल सकता है जबकि राजस्थान में ऐसा नहीं है । वहाँ समस्त अनुसूचित जनजातियों के विद्यार्थियों को एक ही विद्यालय में रखा जाता है । अर्थात् राजस्थान में दुर्बलतर वर्ग हेतु आश्रम पद्धति विद्यालय हैं जबकि उत्तर प्रदेश में इन वर्गों की विभिन्न जातियों के लिये स्वतन्त्र आश्रम पद्धति विद्यालय संचालित है ताकि उनकी सांस्कृतिक विशेषताओं के आधार पर शिक्षा आयोजित की सके ।

उत्तर प्रदेश में प्राथमिक, जूनियर हाईस्कूल, माध्यमिक तथा इन्टरमीडिएट सभी स्तरों के आश्रम पद्धति विद्यालय कार्यरत हैं जबकि राजस्थान में यह विद्यालय कक्षा 1 से 8 तक ही हैं। उत्तर प्रदेश में इन विद्यालयों की परम्परा अपेक्षतया अधिक प्राचीन है क्योंकि यहाँ 1964 से ही यह विद्यालय प्रारम्भ होने लगे थे जबकि राजस्थान में इनका प्रादुर्भाव 1977 से हुआ।

उत्तर प्रदेश में निजी संस्थाओं, व्यक्तियों और न्यासों के द्वारा भी कुछ आश्रम पद्धति विद्यालय संचालित हैं जो हरिजन तथा समाज कल्याण विभाग द्वारा शतप्रतिशत सहायता एवं वित्त पोषण प्राप्त करते हैं। गुजरात एवं महाराष्ट्र में भी निजी क्षेत्र में ऐसे विद्यालय पर्याप्त संख्या में हैं। राजस्थान में निजी संस्थाओं द्वारा संचालित आश्रम विद्यालयों की संख्या नगण्य है।

2.2 विभिन्न प्रकार के आश्रम पद्धति विद्यालय—

उत्तर प्रदेश के आश्रम पद्धति विद्यालयों का वर्गीकरण विभिन्न आधारों पर किया जा सकता है। कुछ वर्गीकरण तथा वर्गों में विद्यालयों की संख्या निम्नलिखित है।

(अ) दुर्बलतर वर्गों की शिक्षा हेतु कार्यरत राजकीय आश्रम पद्धति विद्यालय—38

1. **स्तरानुसार—**

1. प्राथमिक आश्रम पद्धति विद्यालय	—18	योग = 38
2. जूनियर हाई स्कूल स्तरीय	—14	
3. उच्चतर माध्यमिक स्तरीय	—05	
4. इन्टरमीडिएट स्तर	—01	

2. **विद्यार्थियों के लिंग के अनुसार—**

1. बालकों के लिये आश्रम पद्धति विद्यालय	—35	योग = 38
2. बालिकाओं के लिये—	03	
3. सहशिक्षा विद्यालय—	00	

3 **दुर्बलतर वर्ग एवं जाति के अनुसार—**

1. अनुसूचित जनजाति हेतु आश्रम पद्धति विद्यालय—09
   (अ) जनजाति विशेष हेतु विद्यालय............... 06
   (आ) एक से अधिक जनजातियों हेतु विद्यालय—03
2. अनुसूचित जातियों हेतु विद्यालय 12
   (अनुसूचित जाति विशेष हेतु आश्रम पद्धति विद्यालय नहीं हैं।)
3. विमुक्त जातियों हेतु आश्रम पद्धति विद्यालय—14
   (अ) एक विमुक्त जाति हेतु विद्यालय—08
   (आ) एक से अधिक विमुक्त जातियों हेतु विद्यालय—06

4. पिछड़ी जातियों हेतु आश्रम पद्धति विद्यालय--00
(अब तक उत्तर प्रदेश शासन ने शैक्षिक, सामाजिक तथा आर्थिक दृष्टि से पिछड़ी जातियों की शिक्षा हेतु आश्रम पद्धति विद्यालयों की स्थापना नहीं की है।)
5. गैर-विमुक्त एवं गैर-अनुसूचित जनजातियों हेतु संचालित राजकीय आश्रम पद्धति विद्यालय...03

(आ) दुर्बलतर वर्गों की शिक्षा हेतु कार्यरत स्वयंसेवी संस्थाओं द्वारा एवं हरिजन समाज कल्याण विभाग द्वारा पूर्णतः अनुदानित आश्रम पद्धति विद्यालय—03
(स्वयंसेवी संस्थाओं द्वारा संचालित समस्त आ. प. वि. एक से अधिक विमुक्त जाति हेतु हैं।)

उपर्युक्त विवरणानुसार विभिन्न आश्रम पद्धति विद्यालयों की विशेषताओं सहित उनके विवरण निम्नलिखित तालिकाओं में देखे जा सकते हैं :

तालिका 1.2

1.2 अनुसूचित जनजातियों हेतु संचालित आश्रम पद्धति विद्यालय

(अ) जनजाति विशेष हेतु आश्रम पद्धति विद्यालय

क्र. सं.	विद्यालय	अनुसूचित जनजाति	जनपद एवं मंडल	बालक/बालिका	स्वीकृत कक्षाएं	स्वीकृत क्षमता
1.	राजकीय आश्रम पद्धति विद्यालय टोइस्टेट अम्बाड़ी, देहरादून	जौनसारी	देहरादून (गढ़वाल)	बालक	6–10	175
2.	रा. आ. प. वि., पूनी (देहरादून)	जौनसारी	देहरादून (गढ़वाल)	बालक	6–8	105
3.	रा. बालिका आ. प. वि., लागा पोखरी	जौनसारी	देहरादून (गढ़वाल)	बालिका	1–8	230
4.	रा. आ. प. वि., मुन्स्यारी (पिथौरागढ़)	भोटिया	पिथौरागढ़ (कुमाऊं)	बालक	6–8	105
5.	रा. आ. प. वि., भीमतल्ला, चमोली	भोटिया	चमोली (गढ़वाल)	बालक	6–8	105
6.	रा. आ. प. वि., बिडौरा-सितारगंज	थारू	नैनीताल (कुमाऊं)	बालक	6–8	105
					कुल स्वीकृत क्षमता	825

(आ) एक से अधिक जनजातियों हेतु आश्रम पद्धति विद्यालय (यह सभी विद्यालय बालकों के लिए हैं।)

क्र.सं.	विद्यालय	अनु. जनजातियां	जनपद एवं मण्डल	स्वीकृत कक्षाएं	स्वीकृत क्षमता
1.	रा. आ. प. वि.,खटीमा (नैनीताल)	थारू एवं भोटिया	नैनीताल (कुमाऊं)	1–10	245
2.	रा. आ. प. वि.,गदरपुर (नैनीताल)	थारू,बुक्सा, भोटिया	नैनीताल (कुमाऊं)	6–8	105
3.	रा. आ. प. वि., लखीमपुर (खीरी)	थारू, भोटिया	खीरी (लखनऊ)	1–10	245
				कुल स्वीकृत क्षमता	595

तालिका 1.3

अनुसूचित जाति के विशेष पिछड़े वर्गों के लिए संचालित राजकीय आश्रम पद्धति विद्यालय.

क्र. सं.	विद्यालय	जनपद एवं मण्डल	बालकों बालिका	कक्षा जहाँ तक स्वीकृत है	स्वीकृत छात्र संख्या
1.	रा. आ. प. वि.,थिरपाक	चमोली (गढ़वाल)	बालक	1–8	230
2.	रा. आ. प. वि., करारी	इलाहाबाद (इलाहाबाद)	बालक	1–5	150
3.	रा. आ. प. वि., बबेरू	बांदा (झाँसी)	बालक	1–5	150
4.	रा. आ. प. वि., तिलोई	रायबरेली (लखनऊ)	बालक	1–5	150
5.	रा. आ. प. वि., आजमगढ़	आजमगढ़ (गोरखपुर)	बालक	1–5	150
6.	रा. आ. प. वि.,काहीपुर	सुल्तानपुर (फैजाबाद)	बालक	1–5	150

7.	रा. आ. प. वि., प्रतापगढ़	प्रतापगढ़ (फैजाबाद)	बालक	1–5	150
8.	रा. आ. प. वि., रसड़ा	बलिया (वाराणसी)	बालक	1–2	60
9.	रा. आ. प. वि., कछौना	हरदोई (लखनऊ)	बालक	1–2	60
10.	रा. आ. प. वि.,हमीरपुर	हमीरपुर (झाँसी)	बालक	1–2	60
11.	रा. आ. प. वि., भोगाँव	मैनपुरी	बालक	1–2	60
12.	रा. आ. प. वि., भोजीपुरा	बरेरणी (बरेली)	बालक	1–2	60
				कुल क्षमता	1430

तालिका 1.4

एक से अधिक विमुक्त जातियों हेतु संचालित राजकीय आश्रम पद्धति विद्यालय

क्र. सं	विद्यालय	जनपद एवं मण्डल	बालक/ बालिका	कक्षा	स्वीकृत छात्र संख्या
1.	रा. आ. प. वि., रामपुर	रामपुर (मुरादाबाद)	बालक	1–12	360
2.	रा. आ. प. वि., मोम्मदाबाद	फर्रुखाबाद (इलाहाबाद)	बालक	1–8	175
3.	रा. आ. प. वि., सारनाथ	वाराणसी (वाराणसी)	बालक	1–8	175
4.	रा. आ. प. वि., आर्यनगर सेटलमेंट	लखनऊ (लखनऊ)	बालिका	1–10	245
5.	रा. आ. प. वि., विशुनपुरा	गोरखपुर (गोरखपुर)	बालक	1–10	245
6.	रा. आ. प. वि., गोण्डा	गोण्डा (फैजाबाद)	बालक	1–8	175
				कुल क्षमता	1051

तालिका 1.5

केवल विमुक्त जाति विशेष के लिए संचालित राजकीय आश्रम पद्धति विद्यालय

क्र. सं.	विद्यालय	जनपद एवं मण्डल	बालक/बालिका	जाति	कक्षा	स्वीकृत छात्र सं.
1	रा. आ. प. वि., शंकरगढ़	इलाहाबाद (इलाहबाद)	बालक	कोल	1-8	220
2	रा. आ. प. वि., मानिकपुर	बाँदा (झाँसी)	बालक	कोल	1-8	175
3	रा. आ. प. वि., मऊ	बाँदा (झाँसी)	बालक	कोल	1-5	150
4	रा. आ. प. वि., झांसी	झाँसी (झाँसी)	बालक	सहरिया	1-5	150
5	रा. आ. प. वि., तालवेहट	ललितपुर (झाँसी)	बालक	सहरिया	1-6	160
6	रा. आ. प. वि., शिवपुर	वाराणसी (वाराणसी)	बालक	मुसहर	1-5	150
7	रा. आ. प. वि., घोरावल	मिर्जापुर (वाराणसी)	बालक	कोल	1-5	150
8	रा. आ. प. वि., लखनऊरोड	सुल्तानपुर (फैजाबाद)	बालक	मुसहर	1-5	150

कुल क्षमता 1305

तालिका 1.6

गैर-विमुक्त एवं गैर-अनुसूचित जनजातियों हेतु संचालित आश्रम पद्धति विद्यालय

क्र. सं.	विद्यालय	जनपद एवं मण्डल	जाति	बालक/बालिका	कक्षा	स्वीकृत छात्र सं.
1	रा. आ. प. वि., दुद्धी	मिर्जापुर (वाराणसी)	गैर वि. जनजाति	बालक	1-8	175
2	रा. आ. प. वि., चोपन	मिर्जापुर (वाराणसी)	गैर अनु. जनजाति	बालक	1-5	150
3	रा. आ. प. वि., राबर्टस गंज	मिर्जापुर (वाराणसी)	,,	बालिका	1-5	150

कुल क्षमता 475

तालिका 1.7

स्वैच्छिक संस्थाओं द्वारा संचालित आश्रम पद्धति विद्यालय

क्र. सं.	विद्यालय	जनपद एवं मण्डल	जाति	बालक/बालिका	कक्षा	स्वीकृत छात्र सं.
1	विकास विद्यालय हाईस्कूल ईश्वर शरण आश्रम	इलाहाबाद (इलाहाबाद)	विमुक्त जाति	बालक	1-10	245
2	आश्रम रीति विद्यालय	सहारनपुर (मेरठ)	,,	बालक	1-8	175
3	प्रगति आश्रम हाईस्कूल बाला गंज	लखनऊ (लखनऊ)	,,	बालक	1-10	245
					कुल क्षमता	665

इस प्रकार उत्तर प्रदेश में दुर्बलतर एवँ कमजोर वर्ग में सम्मिलित विभिन्न जातियों के शैक्षिक उत्थान हेतु पूरे प्रदेश में विभिन्न स्थानों पर आश्रम पद्धति विद्यालय राजकीय एवँ स्वैच्छिक संस्थाओं के नियन्त्रण में कार्यरत हैं। यह उल्लेखनीय है कि शैक्षिक, सामाजिक एवं आर्थिक दृष्टि से *'पिछड़ी जातियों' की शिक्षा हेतु अब तक राजकीय अथवा निजी क्षेत्र में किसी आश्रम पद्धति* विद्यालय की स्थापना नहीं की जा सकी है। निम्नलिखित तालिका से जाना जा सकता है कि विभिन्न दुर्बलत्तर जातियों/वर्गों हेतु उपलब्ध विद्यालयों एवं उनमें छात्र प्रवेश संख्या कितनी है :

तालिका 1.8

उत्तर प्रदेश में दुर्बलतर वर्गीय विद्यार्थियों हेतु उपलब्ध आश्रम पद्धति विद्यालय एवँ उनकी प्रवेश क्षमता

विद्यालय का नियन्त्रण	दुर्बलतर जाति/वर्ग जिसके लिए आश्रम पद्धति विद्यालय हैं	विद्यालयों की संख्या	कुल स्वीकृत छात्र क्षमता
राजकीय	1. अनुसूचित जनजातियाँ	09	1420
	2. अनुसूचित जातियाँ	12	1430
	3. विमुक्त जातियाँ	14	1356
	4. गैर-अनुसूचित एवं गैर-विमुक्त जनजातियाँ	03	475
	5. पिछड़ी जातियाँ	00	000
स्वैच्छिक संगठन	1. विमुक्त जातियाँ	03	665
	प्रादेशिक महायोग	41	5346

अध्याय ३

आश्रम पद्धति विद्यालयों का प्रशासन एवं संगठन

3.1 इतिहास—

उत्तर प्रदेश में आश्रम पद्धति विद्यालयों के संचालन का मौलिक दायित्व हरिजन एवं समाज कल्याण मन्त्रालय के अन्तर्गत स्थापित हरिजन एवं समाज कल्याण निदेशालय का रहा है। यहाँ पर वर्तमान हरिजन एवं समाज कल्याण विभाग (निदेशालय) का संक्षिप्त इतिहास उल्लेखनीय है। 1948-49 में **'हरिजन सहायक विभाग'** की स्थापना हुई। इससे पूर्व अनुसूचित जाति तथा जनजाति के छात्रों को कुछ शैक्षिक सुविधाएँ विभाग द्वारा दी जाती थी। अपराधी जातियों के कल्याणार्थ एक अलग विभाग 1940-41 से 'रिक्लीमेशन विभाग' के नाम से चल रहा था, जो जो रिक्लीमेशन अधिकारी के अधीन था। इस कार्य को हरिजन सहायक विभाग में सम्मिलित कर दिया गया। वर्ष 1955 में 'समाज कल्याण विभाग' की स्थापना की गयी जिसे वर्ष 1961 में अलग विभाग मानते हुए हरिजन कल्याण विभाग में निदेशक के अधीन कर दिया गया। सामंजस्य तथा समन्वय की दृष्टि से अलग-अलग चल रहे हरिजन कल्याण विभाग तथा समाज कल्याण विभाग को वर्ष 1977-78 में सभी स्तरों पर विलीनीकरण कर **'हरिजन एवं समाज कल्याण विभाग''** कर दिया गया। कालान्तर में अनुसूचित जनजातियों की साँस्कृतिक, पारिवारिक एवं सामुदायिक समस्याओं के द्रुतगति से निवारणार्थ एवं उन पर विशेष ध्यान दिये जाने हेतु पृथक प्रयास करने के उद्देश्य से 6 नवम्बर 1984 को एक पृथक ''जनजाति विकास निदेशालय'' की स्थापना की गयी। इससे पूर्व अनुसूचित जनजातियों के शैक्षिक विकास का दायित्व हरिजन एवं समाज कल्याण विभाग के अन्तर्गत ही निहित था।

3 2 हरिजन एवं समाज कल्याण विभाग स्तर पर प्रशासनिक ढांचा

निदेशालय स्तर पर एक निदेशक के नियन्त्रण में अपर निदेशक सहित, संयुक्त निदेशक, उप निदेशक, सहायक निदेशक, जिला हरिजन एवं समाज कल्याण अधिकारी, लेखा अधिकारी, संख्या अधिकारी, सम्प्रेक्षा अधिकारी, शोध अधिकारी द्वारा प्रदेश में चल रही शैक्षिक (आश्रम पद्धति विद्यालय) योजनाओं को सम्पादित किया जाता है। यह निदेशालय हरिजन एवं समाज कल्याण मन्त्रालय के अन्तर्गत कार्य करता है। विभाग के प्रशासनिक ढांचे को निम्न प्रकार से स्पष्ट किया जा सकता है :—

1. मन्त्रालय हरिजन एवं समाज कल्याण

1. कैबिनेट मन्त्री
↓
2. राज्य मन्त्री
↓
3. उप मन्त्री

2. शासन सचिवालय स्तर

1. सचिव हरिजन एवं समाज कल्याण
↓
2. विशिष्ठ सचिव
↓
3. संयुक्त सचिव
↓
4. उप सचिव
↓
5. अनुभाग अधिकारी

3. निदेशालय स्तर
(अ) निदेशालय
हरिजन एवं समाज कल्याण

1. निदेशक
↓
2. अपर निदेशक
↓
3. संयुक्त निदेशक
↓
4. उप निदेशक
↓
5. सहायक निदेशक (योजना समन्वय अधिकारी)
↓

↓	↓	↓	↓	↓	↓	↓
विशेष अधिकारी	सहायक अधिकारी	जिला हरिजन अधिकारी	अपर जिला धिकारी (ह.क')	लेखाधिकारी	शोध अधिकारी	संस्थापन अधिकारी

↓
अराजपत्रित अधिकारी
↓
लिपिकीय एवं चतुर्थ श्रेणी कर्मचारी

4.	मण्डल स्तर पर	1. उप निदेशक या सहायक निदेशक
5.	जनपदीय स्तर पर	1. जिला हरिजन एवं समाज कल्याण अधिकारी
6.	संस्था के स्तर पर	1. प्रधानाचार्य (हाई स्कूलों में) या अधीक्षक (जू. हा. स्तर तक)
	(अ) जनजाति विकास निदेशालय	1. निदेशक, जनजाति विकास विशेष अधिकारी (जनजाति) जनजाति अधिकारी कार्यालय अधीक्षक लेखाकार सहकारिता निरीक्षक

नोट :--1 प्रदेश के मैदानी क्षेत्र के तीन जनपदों—गोरखपुर, बहराइच एवं बिजनौर में अनुसूचित जनजाति के विकास का कार्य जिला हरिजन एवं समाज कल्याण अधिकारी एवं दो जनपदों—खीरी तथा गोण्डा में तराई अनुसूचित जनजाति विकास निगम के माध्यम से किया जा रहा है। पर्वतीय क्षेत्र में अनुसूचित जनजाति के विकास का कार्य जिला-अधिकारियों के माध्यम से किया जा रहा है। विभागीय शैक्षिक विकास का कार्य प्रदेश के सभी जनपदों में जिला हरिजन एवं समाज कल्याण अधिकारी द्वारा किया जा रहा है।

2. विमुक्त जातियों हेतु स्वैच्छिक संस्थाओं द्वारा संचालित आश्रम पद्धति विद्यालय निजी प्रबन्धकों एवं न्यासों द्वारा संचालित तथा हरिजन एवं समाज कल्याण विभाग द्वारा वित्त पोषित हैं। *इन विद्यालयों से सम्बन्धित सूचनाएं तालिका 4.2 में अंकित हैं।*

3.3 आश्रम पद्धति विद्यालयों का आंतरिक प्रशासन एवं संगठन—

विद्यालयीय स्तर पर संस्थाध्यक्ष (हाई स्कूल स्तर पर प्रधानाचार्य/प्रधानाचार्या एवं जू. हा. स्तर तक अधीक्षक/अधीक्षिका) संपूर्ण शिक्षा व्यवस्था के लिए उत्तरदायी होते हैं। परन्तु जू. हा. स्तर तक अधीक्षक/अधीक्षिका को आहरण वितरण सम्बंधी वित्तीय अधिकार प्राप्त न होने से वित्तीय प्रशासन (व्यवस्था) जिला हरिजन एवं समाज कल्याण अधिकारी के नियंत्रणाधीन है। इस प्रकार *जिला हरिजन एवं समाज कल्याण अधिकारी संस्था के स्तर पर* (हाईस्कूलों को छोड़कर) मुख्य

नियंत्रक है जबकि स्वैच्छिक संस्थाओं में यह कार्य प्रबंधक के अधीन है। वित्तीय नियंत्रण के साथ ही अपरोक्ष रूप से जिला हरिजन एवं समाज कल्याण अधिकारी स्थानीय स्तर पर सामान्य व्यवस्था एवं प्रशासन के संचालक होते हैं। जबकि हाईस्कूल स्तर पर प्रधानाचार्य/प्रधानाचार्या में आहरण वितरण अधिकार निहित होने से वित्तीय व्यवस्था के साथ ही सामान्य प्रशासन का दायित्व प्रत्यक्ष रूप से प्रधानाचार्य का ही होता है।

उत्तर प्रदेश के आश्रम पद्धति विद्यालयों के आंतरिक संगठन, कर्मचारियों के सृजित पदों, वेतनमान एवं मानदेयों, विद्यालय के स्तर, उपलब्ध सुविधाओं, भूमि एवं भवन की व्यवस्था आदि में पर्याप्त भिन्नता है। इसके कारण प्रायः संस्थाओं की प्रशासनिक व्यवस्था में भी एकरुपता नहीं रह पाती है। आंतरिक प्रशासन तथा कार्य विभाजन को निम्न रूप में स्पष्ट किया जा सकता है :

(अ) हाई स्कूल स्तरीय—

अधिकारी/कर्मचारी	कार्य/दायित्व
प्रधानाचार्य/प्रधानाचार्या	विद्यालयीय व्यवस्था
अधीक्षक/अधीक्षिका	छात्रावासीय व्यवस्था
सहायक अधीक्षक/अधीक्षिका	
गृह माता	
वरिष्ठ लिपिक एवं अन्य मंत्रालिक कर्मचारी	कार्यालय व्यवस्था
अध्यापक मण्डल	शैक्षणिक व्यवस्था
मनोवैज्ञानिक	मनोवैज्ञानिक परीक्षण व आंकड़ों का रख-रखाव
व्यायाम/संगीत शिक्षक	सहपाठ्यक्रमीय व्यवस्था
नियमित परिचारक एवं अंशकालिक चिकित्सक	चिकित्सकीय व्यवस्था

(आ) जूनियर हाई स्कूल स्तरीय विद्यालय—

जिला हरिजन एवं समाज कल्याण अधिकारी

अधीक्षक

सहायक अधीक्षक

गृहमाता

छात्रावास अधीक्षक

(इ) प्राथमिक स्तरीय विद्यालय

जिला हरिजन एवं समाज कल्याण अधिकारी

अधीक्षक

(गृहमाता केवल कुछ विद्यालयों में)

मनोवैज्ञानिक/संगीत/व्यायाम शिक्षक/परिचारक आदि शिक्षक	शिक्षक/परिचारक
मंत्रालयिक कर्मचारी	कार्यालय कर्मचारी
चतुर्थ श्रेणी कर्मचारी	चतुर्थ श्रेणी कर्मचारी

उपरोक्त व्यवस्था किसी विद्यालय विशेष पर आधारित न होकर एक सामान्यीकृत रूपरेखा के आधार पर है । फिर भी संख्या के प्रमुख कर्मचारियों के विस्तृत कार्य विवरण से आंतरिक संगठन एवं प्रशासनिक व्यवस्था को आगे और स्पष्ट करने का प्रयास किया गया है । यहाँ उल्लेख कर देना समीचीन होगा कि विभाग द्वारा कोई मानक व्यवस्था फिल-हाल उपलब्ध नहीं है ।

क्षेत्रीय शिक्षा महाविद्यालय, अजमेर के तत्वावधान में आयोजित उ. प्र. के आश्रम पद्धति विद्यालयों के अधीक्षक/अधीक्षिका की एक संगोष्ठी में इन विद्यालयों के आंतरिक प्रशासन एवं संगठन तथा विभिन्न स्तर पर कार्यों व दायित्वों का विभाजन पर विचार विमर्श किया गया । इस विचार विमर्श के फलस्वरूप निम्न रूपरेखा स्पष्ट हुई :

3.4 कार्यों व दायित्वों का विभाजन—

(1) प्रधानाचार्य/अधीक्षक—

(1) बजट का वित्तीय नियमों तथा निदेशालय के निर्देशों के अनुरूप समय के व्यय हेतु प्रस्ताव करना एवं सम्बन्धित अभिलेखों का रख-रखाव सुनिश्चित करना ।

(2) शिक्षण कार्य ।

(3) विद्यालय में पूर्ण अनुशासन स्थापित करना ।

(4) विद्यालय में शिक्षा की व्यवस्था बनाये रखकर बच्चों के नैतिक तथा शैक्षिक स्तर को उन्नत करना ।

(5) अधीनस्थ कर्मचारियों के आकस्मिक अवकाश स्वीकृत करना ।

(6) मासिक/अर्द्ध वार्षिक/वार्षिक परिक्षाओं की व्यवस्था करना ।

(7) विभागीय कार्य एवं अनुदेशों की अनुपालना करना ।

(8) विद्यालय के समस्त अध्यापकों व तृतीय श्रेणी कर्मचारियों के कार्य का निरीक्षण करना तथा अध्यापकों को शैक्षिक मार्गदर्शन प्रदान करना ।

(9) भण्डार (स्टोर) का वर्ष में दो बार भौतिक सत्यापन करना ।

(10) छात्रावास अधीक्षक द्वारा छात्रावास के बच्चों के भोजन, वस्त्र की व्यवस्था का समय-समय पर निरीक्षण करना एवं आवश्यक निर्देश देना ।

(11) विद्यालय में होने वाले निर्माण कार्य अथवा वार्षिक मरम्मत कार्य आदि को संतोषप्रद ढंग से पूरा करवाना ।

(12) चतुर्थ श्रेणी कर्मचारियों के कार्य का विभाजन एवं निरीक्षण करना ।

(13) अधीक्षक को आहरण वितरण अधिकारी के कार्य में सहयोग करना जबकि प्रधानाचार्य स्वयं आहरण वितरण अधिकारी होते हैं ।

(14) सांस्कृतिक कार्यक्रमों तथा खेल-कूद आदि कार्यक्रमों के आयोजन की व्यवस्था करना ।

(15) अधीनस्थ कर्मचारियों की वार्षिक गोपनीय प्रतिवेदन जिला हरिजन एवं समाज कल्याण अधिकारी अथवा प्रायोजना अधिकारी को प्रेषित करना ।

(16) छात्रावास उपस्थिति रजिस्टर रखना अथवा समय-समय पर उसकी जाँच करना ।

(17) भंडार से प्राप्ति सामान के प्राप्त एवं वितरण रजिस्टर की जाँच करना ।

(18) भोजनालय में कार्य करने वाले रसोइयों तथा अन्य कर्मचारियों को उचित मार्ग निर्देश प्रदान करना ।

(19) कार्यालयीन कार्य का नियन्त्रण एवं पर्यवेक्षण ।

(20) शैक्षिक कार्य का पर्यवेक्षण एवं निरीक्षण ।

(21) छात्रावास के पर्यवेक्षण एवं नियन्त्रण की व्यवस्था हेतु उचित निर्देशन एवं निदान की व्यवस्था ।

(2) छात्रावास/सहायक अधीक्षक/गृहमाता

(1) छात्रावासीय व्यवस्था का पर्यवेक्षण करना ।

(2) छात्रोपयोगी (शिक्षण के अतिरिक्त) आवश्यक सामग्रियों को प्राप्त करने हेतु आवश्यकतानुसार माँग-पत्र बनाना ।

(3) प्राप्त सामग्री का आवश्यकता एवं निर्देशानुसार वितरण करना ।

(4) अभिलेखों का रख-रखाव ।

(5) शिक्षण कार्य में सहयोग प्रदान करना ।

(3) परिचारक/परिचारिका

(1) छात्र/छात्राओं के स्वास्थ्य एवं सामान्य स्वच्छता की जांच करना ।

(2) प्राथमिक उपचार देना ।

(3) अंशकालिक चिकित्सक के परामर्श से छात्र/छात्राओं का उपचार एवं स्वास्थ्य सम्बन्धी देखभाल करना।

(4) संस्थाध्यक्ष/अंशकालीन चिकित्सक के निर्देशानुसार अन्य कार्य का सम्पादन करना।

(4) मनोवैज्ञानिक

छात्र/छात्राओं का मनो-वैज्ञानिक परीक्षण करना तथा उनकी समायोजन संबंधी समस्याओं का निदान तथा उपचार करना।

(5) शिक्षक

संबंधित विषय का अध्ययन करना तथा विद्यार्थियों की शैक्षिक समस्याओं का निदान तथा उपचार करना।

3.5 आश्रम पद्धति विद्यालय का दैनिक कार्यक्रम

विद्यालयीय दिनचर्या को साधारणतया तीन कोटियों में विभक्त किया जा सकता है—

(क) प्रशासकीय (स्टाफ)

(ख) शिक्षणेत्तर (छात्र)

(ग) शिक्षण (छात्र)

विद्यालय प्रशासन का प्रमुख जू. हा. स्तर तक अधीक्षक एवं हाई स्कूल/इण्टरमीडिएट विद्यालयों में प्रधानाचार्य होते हैं। इसके अतिरिक्त वरिष्ठ सहायक, कनिष्ठ सहायक, स्टोरकीपर, चतुर्थ श्रेणी कर्मचारी भी प्रशासनिक व्यवस्था में सहयोग करते हैं। कार्यविधि प्रदेश सरकार के अन्य कार्यालयों की भांति 10 बजे प्रातः से 4 बजे सायं तक होती है। इसमें कर्मचारियों के स्थापना विषयक, वित्तीय, खाद्यान्नादि क्रय, भण्डारण, पत्राचार आदि कार्य सम्पन्न किये जाते हैं।

शिक्षण कार्य शिक्षा विभाग द्वारा निर्धारित नियमों, कार्यविधि एवं विषयों के अनुरूप किया जाता है। इसके लिये प्रशिक्षित अध्यापक नियुक्त होते हैं। ग्रीष्मकाल में विद्यालय का समय 7 से 12 बजे तक का होता है जिसमें 15 मिनट का मध्यान्तर होता है। शीतकाल 10 से 3.30 तक विद्यालय में शिक्षण कार्य होता है जिसमें 30 मिनट का मध्यान्तर होता है। पहाड़ी क्षेत्रों में वहाँ के स्थानीय विद्यालयों के अनुरूप समय में परिवर्तन किया जाता है। वर्ष में 40 दिन का सत्रीय अवकाश होता है। मैदानी क्षेत्रों में यह अवकाश 21 मई से 30 जून तक ग्रीष्मावकाश के रूप में तथा पहाड़ी क्षेत्रों में दिसम्बर के अन्तिम सप्ताह से फरवरी के प्रथम सप्ताह के बीच शीतकालीन अवकाश के रूप में होता है।

शिक्षणेत्तर कार्यों में शारीरिक व्यायाम, खेलकूद एवं सांस्कृतिक कार्यक्रमों का आयोजन विद्यालय के समय के अतिरिक्त प्रातः अथवा सायं भी किया जाता है। इसमें शारीरिक व्यायाय एवं खेलकूद प्रायः नित्य ही कराये जाते हैं। सप्ताह में एक दिन बाल दिवस के रूप में मनाया जाता है, जिसमें छात्रों के शिक्षणेत्तर कार्यक्रमों का प्रदर्शन एवं प्रशिक्षण मुख्य रूप से होता है। जू. हा. स्तर

के कुछ विद्यालयों में इसके लिये शारीरिक व्यायाम प्रशिक्षक, संगीत अध्यापक एवं क्राफ्ट के अध्यापक भी नियुक्त हैं। प्राथमिक विद्यालयों में नियुक्त गृहमाता बच्चों को मातृवत स्नेह देने के साथ ही सांस्कृतिक एवं शिक्षणेत्तर कार्यों में भी सहयोग करती हैं।

विद्यालय में विद्यार्थियों की दिनचर्या को निम्न तालिका द्वारा स्पष्ट किया गया है—

तालिका

(ग्रीष्मकालीन विद्यालयीय दिनचर्या)

क्र. सं.	समय	कार्य विवरण
1.	4.30 प्रात:	जागरण एवं प्रार्थना
2.	5.00 से 6.30 तक	शौचादि से निवृत्ति, उपस्थिति, शारीरिक व्यायाम, स्नानादि
3.	6.30 से 6.45 तक	नाश्ता अथवा चाय
4.	6.45 से 7.00 तक	विद्यालय की तैयारी एवं सामूहिक
5.	7.00 से 12.00 तक	विद्यालयीय प्रार्थना शिक्षण कार्य
6.	12.00 से 12.30 तक	मध्यान्ह् भोजन
7.	12.30 से 3.30 तक	विश्राम एवं गृह कार्य
8.	3.30 से 4.00 तक	स्वास्थ्य की देखरेख एवं औषधि वितरण
9.	4.00 से 4.30 तक	नाश्ता अथवा दूध वितरण
10.	4.30 से 5.30 तक	वाचनालय अध्ययन अथवा खेलकूद
11.	5.30 से 6.30 तक	शौचादि से निवृत्ति
12.	6.30 से 7.00 तक	सांस्कृतिक कार्यक्रम, प्रार्थना, उपस्थिति
13.	7.00 से 8.00 तक	रात्रि भोजन
14.	8.00 से 10.00 तक	अध्ययन एवं स्वाध्याय
15.	10.00 से 4.30 प्रात:तक	शयन

तालिका

शीतकालीन विद्यालयीय दिनचर्या

क्रम	समय	चर्या
1	6.00 प्रातः	जागरण, सामूहिक प्रार्थना
2	6.00–7.00	शौचादि से निवृत्ति, शारीरिक व्यायाम, स्नानादि
3	7.00–7.30	नाश्ता
4	7.30–9.00	स्वाध्याय, विद्यालय की तैयारियाँ, स्वास्थ्य की देख-रेख
5	9.00–9.30	भोजन
6	9.30–9.45	विद्यालय की तैयारी
7	9.45–10.00	विद्यालयीय प्रार्थना, उपस्थिति आदि
8	10.00–3.30	अध्ययन
9	3.30–4.00	नाश्ता/दूध
10	4.00–6.00	वाचनालय, खेलकूद, औषधि वितरण, स्वास्थ्य की देख-रेख
11	6.00–6.45	शौचादि से निवृत्ति
12	6.45–7.30	भोजन
13	7.30–10.00	स्वाध्याय, गृहकार्य, अन्य कार्य
14	10.00–6.00 प्रातः तक	शयन

3.6. उत्तर प्रदेश के आश्रम पद्धति विद्यालयों में विद्यार्थियों की चयन विधि

(1) चयन हेतु शासकीय नीति —

जिला हरिजन एवं समाज कल्याण अधिकारी, प्रायोजना अधिकारी, अधीक्षक, प्रधानाचार्य आश्रम पद्धति विद्यालयों में छात्रों के प्रवेश हेतु अपने जिले तथा आसपास के जिलों से अधिकाधिक प्रवेश हेतु व्यापक प्रचार हेतु प्रयास करेंगे। आश्रम पद्धति विद्यालयों के जिले तथा इस जिले की सीमा पर स्थित जिलों में हरिजन तथा जनजाति कल्याण के क्षेत्रीय कर्मचारी अपने दौरों के समय इसका विशेष ध्यान रखेंगे और प्रत्येक कर्मचारी की एक निश्चित संख्या निर्धारित की जायेगी जिस संख्या में वे बच्चों के प्रवेश हेतु आवेदन पत्र उपलब्ध करेंगे ताकि योग्य बच्चों के आवेदन पत्र उपलब्ध हो जायें। प्रधानाचार्य/अधीक्षक भी अपनी ओर से यथा सम्भव इस ओर प्रयास करेंगे।

(2) विद्यालय में उसी जाति के बच्चों को प्रवेश दिया जायेगा जिसके लिए वे खोले गये हैं।

(3) बच्चों के माता पिता या अभिभावक निर्धारित प्रपत्र पर अपने बच्चों के प्रवेश के लिये आवेदन पत्र देंगे। ये आवेदन पत्र कार्यालय जिला हरिजन तथा समाज कल्याण अधिकारी/प्रायोजना अधिकारी अथवा आश्रम पद्धति विद्यालय के कार्यालय में उपलब्ध होंगे।

(4) आवेदन पत्र प्रधानाचार्य/अधीक्षक आश्रम पद्धति विद्यालय के यहाँ प्राप्त किये जायेंगे। इनके प्राप्त करने की अंतिम तिथि 30 जून होगी। (अब 20 अप्रैल) प्रार्थना पत्र प्राप्त करने के उपरान्त इनको एक रजिस्टर में अंकित किया जायेगा, जिसमें बच्चें उसके माता-पिता अभिभावक का नाम, पूरा पता, आयु, जाति तथा आमदनी इत्यादि सभी का विवरण होगा।

(5) हाईस्कूल तक प्रवेश का निर्णय एवं अधिकार प्रधानाचार्य/जिला हरिजन एवं समाज कल्याण अधिकारी/प्रायोजना अधिकारी को होगा तथा जूनियर हाईस्कूल तक के विद्यालयों में इस कार्य को अधीक्षक, जिला हरिजन तथा समाज कल्याण अधिकारी/प्रायोजना अधिकारी करेंगे। प्रवेश के मामले में निर्णय 10 जुलाई तक (25 अप्रैल तक) ले लिया जायेगा और तुरन्त ही चुने गये छात्रों के माता-पिता/अभिभावकों को इसकी सूचना पत्र द्वारा संस्था के प्रधानाचार्य/अधीक्षक द्वारा दी जायेगी।प्रवेश किये गये छात्रों की सूची प्रधानाचार्य/अधीक्षक निदेशक हरिजन तथा समाज कल्याण को भी भेजेंगे।

(6) प्रवेश देते समय निम्न का ध्यान रखा जायेगा—

(अ) *निर्धन बच्चों को वरीयता दी जायेगी।*

(ब) योग्य एवं तीव्र बुद्धि के बच्चों को भी वरीयता दी जायेगी।

(स) आदिम जाति/विमुक्त जातियों में की अधिक पिछड़े वर्गों के बच्चों को वरीयता दी जायेगी ।

(द) प्रवेश करते समय यह ध्यान रखा जाय कि (यदि संस्था कई जाति के बच्चों के लिये हैं) किसी एक ही जाति के बच्चों का विशेष बाहुल्य न हो जाये वरन विभिन्न जाति के बच्चों को प्रवेश दिया जाय, जिन्होंने कि आवेदन पत्र दिये हो ।

(7) माता-पिता अथवा अभिभावक प्रवेश की सूचना मिलने पर अपने बच्चों को आश्रम पद्धति विद्यालय में लायेगें और प्रवेश हेतु निम्न प्रमाण पत्र प्रस्तुत करेंगे--

(अ) **जाति प्रमाण पत्र** जो किसी राजत्रित अधिकारी, संसद सदस्य, विधान सभा/परिषद राज्य सभा, अध्यक्ष, जिला परिषद, अध्यक्ष नगर पालिका, सहायक विकास अधिकारी (जनजाति) तथा जनजाति निरीक्षक द्वारा दिया गया हो ।

(ब) आमदनी का प्रमाण पत्र

(स) स्थानान्तरण प्रमाण पत्र-यदि बच्चा प्रवेश के पहले दूसरे विद्यालय में पढ़ा हो ।

(द) स्वास्थ्य का प्रमाण पत्र किसी रजिस्टर्ड डाक्टर या वैद्य द्वारा दिया गया हो ।

(8) प्रवेश के समय बच्चे की आयु सीमा शिक्षा संहिता तथा सम्बन्धित शासकीय आदेशों के अनुसार निर्धारित मानी जायेगी ।

(9) जूनियर हाईस्कूल तक के विद्यालयों में कक्षा 1 व 2 में प्रवेश दिया जायेगा तथा हाई स्कूल तक के विद्यालयों में कक्षा 1, 6 तथा 9 एवं इण्टर कालेज में कक्षा 1, 6, 9 तथा 11 में प्रवेश दिया जायेगा । यदि इसके उपरान्त किन्हीं कक्षाओं में स्थान रिक्त हैं, तो उनमें भी नियमानुसार बच्चों को प्रवेश दिया जायेगा । इस प्रकार के बच्चों का चरित्र, आचरण तथा योग्यता पर भली प्रकार विचार करके ही प्रवेश दिया जायेगा ।

(10) प्रवेश के समय बच्चे के माता-पिता/अभिभावकों से एक अनुबन्ध भी कराया जायेगा कि यदि बच्चा विद्यालय से स्वेच्छा से भाग जाता है या उसके द्वारा उसको दिया गया सामान खो दिया जाता है तो ऐसे सामान अथवा उसका मूल्य उनसे वसूल किया जायेगा । निदेशक इस तरह की हुई हानि को राइट आफ कर सकते हैं ।

(2) **चयन विधि** :--

सैद्धान्तिक रूप से उपर्युक्त विधि का पालन करने का पूरा प्रयास किया जाता है, परन्तु आश्रम पद्धति विद्यालय समाज के दुर्बलतर वर्गों के बच्चों के लिये होते हैं। इस वर्ग के लोगों पर सामान्य प्रचार साधनों का प्रभावशाली असर नहीं हो पाता है । परिणामत: अनेक विद्यालयों में पूरी क्षमता

में छात्रों का प्रवेश नहीं हो पाता है। कभी-कभी प्रविष्ट छात्र भी घर जाने पर वापस नहीं आते हैं। उनके माता-पिता भी समाज के उच्च वर्ग के बहकाने में आकर अपने बच्चों को प्रवेश दिलाने से कतराते हैं। अनुसूचित जाति एवं जनजाति, विमुक्त जातियों के दुर्बलतर एवं गरीब आर्थिक अभावों में आज भी धनी एवं उच्च वर्ग के लोगों के यहाँ अप्रत्यक्ष रूप से बंधुवा मजदूर सा जीवन व्यतीत कर रहे हैं। इनके बच्चों के प्रवेश को उच्च वर्ग के लोग अनेकों प्रकार से हतोत्साहित करते हैं। प्रवेश की उपर्युक्त उल्लिखित सामान्य औपचारिकताओं जैसे जाति एवं आय प्रमाण पत्र को भी पूरा करवाने में पिछड़ा एवं गरीब तबका अपने को असमर्थ पाता है। इसके अतिरिक्त विद्यालय परिसर से अपरिचित होने के कारण अपने छोटे-छोटे बच्चों को दूसरे के भरोसे छोड़ने में डरता एवं संकोच करता है।

अतएव अनेकों बार प्रधानाचार्य/अधीक्षक उपर्युक्त कठिनाइयों के निवारणार्थ स्वयं अथवा स्टाफ के सहयोग से अभिभावकों से सम्पर्क कर प्रवेश को बढ़ावा देते हैं। अभिभावकों एवं भूतपूर्व छात्रों को पत्र (देखिए परिशिष्ट) लिखकर विशेष अवसरों (उदाहरणार्थ 15 अगस्त, 26 जनवरी अथवा विद्यालयीय समारोह आदि) पर आमन्त्रित करते हैं ताकि उनका संस्था से सीधा सम्पर्क हो सके। इस प्रकार छात्रों के प्रवेश को प्रोत्साहित करने में मदद मिलती है। क्षमता के अनुरूप प्रवेश दिलाने हेतु उस जाति विशेष के लोगों का सम्मेलन भी बुलाया जाता है ताकि शैक्षिक परिवेश से परिचित एवं प्रभावित होकर अभिभावक अपने बच्चों को विद्यालय में प्रवेश दिलावें।

गरीब एवं दुर्बलतर वर्ग के बच्चों को प्रवेश देने में अनेक औपचारिकताओं को शिथिल करके भी प्रवेश दिया जाता है। उदाहरणार्थ आय एवं जाति प्रमाण पत्र ग्राम प्रधान के स्तर से ही लेकर, उनके जाति एवं आय का विभागीय रूप से सक्षम अधिकारी द्वारा सत्यापन कराया जाना। स्वीकृत क्षमता के अनुरूप जाति विशेष के दुर्बलतर एवं पिछड़े वर्गों से बच्चों के प्रवेश का मुख्य दायित्व संस्था के प्रधानाचार्य एवं अधीक्षक का होता है। अतएव उल्लिखित नीतियों का यथा शक्य अनुपालन करते हुये प्रधानाचार्य अथवा अधीक्षक अपनी सन्तुष्टि एवं विवेकाधिकार के अनुरूप छात्रों का प्रवेश करते हैं।

अध्याय ४

आश्रम पद्धति विद्यालयों के संसाधन

उत्तर प्रदेश में अधिकांश आश्रम पद्धति विद्यालयों की स्थापना 1967 के बाद ही हुई है अतः इनका इतिहास अधिक पुराना नहीं है।

इन विद्यालयों में 27 अनुसूचित एवं वियुक्त जन जातियों तथा 10 अनुसूचित जनजातियों के लिए कार्यरत हैं। प्रबंधकीय व्यवस्था के अनुसार 34 विद्यालय राजकीय एवँ 3 स्वैच्छिक संस्थाओं द्वारा संचालित हैं। इसके अतिरिक्त इनकी स्थापना प्रायः भिन्न-भिन्न वर्षों में हुयी है। केवल वर्ष 1983-84 में नवस्थापित 6 विद्यालयों (प्रतापगढ़, बबेरू, आजमगढ़, कादीपुर, कोरारी, इलाहाबाद एवँ (रायबरेली) में एकरूपता है। अतः कक्षा, स्थापना वर्ष, स्तर, प्रशासन आदि की भिन्नता के कारण प्राप्त बजट,सृजित पदों,भूमि-भवन आदि की स्थिति में पर्याप्त भिन्नता पाई जाती हैं।

4.1 भौतिक संसाधन --

(1) भूमि **एवं भवन**—प्रायः विद्यालय किराये के भवन में संचालित हैं। किराये वाले विद्यालय भवन यदि शहरी क्षेत्र में स्थित है तो उनमें स्थानाभाव की समस्या है। कहीं-कहीं खेल के मैदान भी नहीं हैं जबकि कुछ विद्यालयों के निजी भवन हैं जो या तो विभाग ने भवन स्वामी से क्रय कर लिया है अथवा विभाग द्वारा निर्मित कराये गये/कराये जा रहे हैं।

(2) **छात्रावास** - विद्यालय एवं छात्रावास एक ही कैम्पस में अवस्थित होते है। यदि विद्यालय के अध्ययन कक्ष के लिए अलग से कमरे उपलब्ध नहीं हैं तो छात्रावास में ही शिक्षण कार्य भी किया जाता है।

(3) **साज-सज्जा** किराये के भवनों में साज-सज्जा का दायित्व यद्यपि भवन स्वामी का भी होता है, परन्तु उपलब्ध बजट के अनुरूप शैक्षिक एवं अन्य आवश्यक सुविधाएँ उपलब्ध हैं।

(4) **पेयजल की व्यवस्था** – प्रायः जल व्यवस्था हेतु हैण्ड पम्प, कुएँ एवं पब्लिक वॉटर सप्लाई के नलों की सुविधा उपलब्ध है। कुछ जू. हा. एवं हाई स्कूलों में विभागीय ट्यूबवेल एवं वाटर टैंक भी हैं।

(5) खेल के मैदान—खेल के मैदानों की उपलब्धता के सम्बन्ध में एकरूपता नहीं है। निजी स्वामित्व वाले विद्यालयों में पर्याप्त खेल के मैदान हैं जबकि किराये के विद्यालय भवनों में कहीं-कहीं अपेक्षाकृत पर्याप्त मैदान नहीं हैं। ऐसी दशा में समीप के खेल मैदान का उपयोग किया जाता है।

(6) शौचालय—शौचालय की भी व्यवस्था भवन एवं भूमि की उपलब्धता के अनुसार है। कुछ विद्यालयों में पर्याप्त सुविधा नहीं हैं।

4.2 वित्तीय संसाधन—

प्रत्येक विद्यालय के लिए स्थापना एवं माल सम्पूर्ति मद में नियमानुसार धनावंटन प्राप्त होता है। कुछ मदों में व्यय निर्धारित होते हैं जबकि माल सम्पूर्ति के शेष मदों में आवन्टन, मांग औचित्य एवं उपलब्धता के अनुरूप होता है। मदों के शीर्षक निम्नवत हैं—

(क) स्थापना मद—वेतन, महंगाई, अन्तरिम सहायता, अन्य भत्ता, कार्यालय व्यय, भवन किराया एवं उपशुल्क, यात्रा भत्ता, आदि।

(ख) माल सम्पूर्ति—दूध सहित भोजन, वस्त्र, छात्र लेखन, क्रीडा, रसोई उद्यान, मरम्मत, वाचनालय, प्रकाश, पुस्तकालय एवं वाचनालय, विविध आदि।

उपरोक्त में पूर्व निर्धारित मदों का विवरण निम्नवत है—

1—पर्वतीय क्षेत्र में भोजन मद में प्रतिछात्र प्रति माह रुपया	100=00
2—पर्वतीय क्षेत्र में सूती में सूती ऊनी वस्त्र व्यवस्था हेतु प्रति वर्ष प्रतिछात्र रुपया	150=00
3—मैदानी क्षेत्र में प्रतिमाह प्रतिछात्र भोजन मद में रुपया	125=00
4—प्रति छात्र सूती वस्त्र व्यवस्था	70=00
5—जूनियर हाई स्कूल तक प्रति छात्र प्रतिवर्ष छात्र स्टेशनरी हेतु	30=00
6—हाई स्कूल स्तर पर प्रति छात्र प्रतिवर्ष छात्र स्टेशनरी हेतु	35=00

भोजन एवं वस्त्र की वर्तमान दरें बढ़ाने का प्रस्ताव किया गया है।

अध्याय ५

छात्रों को प्रदत्त सामग्री व सुविधाएं

5.1 सामग्री

5.1.1 दैनिक प्रयोग की वस्तुएँ—

(1) सन्दूक-एक
(2) ताला चाबी—एक (उपलब्धता के आधार पर)
(3) तख्त/चारपाई—एक
(4) दरी/गद्दा—एक
(5) चद्दर बिछाने की—एक/दो
(6) चद्दर ओढ़ने की—एक
(7) थाली स्टील/पीतल—एक
(8) लोटा/गिलास—एक
(9) कटोरी—एक/दो
(10) चम्मच—एक/दो
(11) कम्बल—दो/तीन/चार

5.1.2 वेशभूषा

(1) शर्ट—दो
(2) पेन्ट—दो
(3) पाजामा—एक
(4) जाँघिया—दो
(5) तौलिया—एक
(6) जूता/मोजा—एक जोड़ी
(7) बनियान—एक/दो
(8) ऊनी जरकिन—एक
(9) ऊनी-टोपी एक

5.1.3 राशन तथा भोजन

1. चावल/आटा प्रति मीटिंग प्रति छात्र 250/200 ग्राम
2. दाल 60/50 ग्राम
3. सब्जी 200/150/100 ग्राम
4. चना नाश्ते में 60/50/40 ग्राम भूनकर/तलकर/भिगोकर
5. दूध 200 ग्रा./100 ग्रा.
6. मसाला 3 ग्रा./2 ग्रा./1 ग्रा.
7. तेल छौंकने हेतु 5 ग्रा./3 ग्रा./2 ग्रा./1 ग्रा.
8. तेल मालिश हेतु 3 ग्रा./2 ग्रा.
9. ईंधन—औसतन
10. नाश्ते में चने के अतिरिक्त सूजी, पकौड़ी, बिस्कुट, लइया, चाय, दलिया आदि की भी व्यवस्था होती है।
11. गुड़/चीनी 30/25/20/15 ग्रा.

5.2 सुविधाएँ

5.2.3 चिकित्सा सुविधाएँ

प्रत्येक छात्र को आवश्यकतानुसार प्राथमिक उपचार एवं बीमारी की हालत में निःशुल्क चिकित्सा सुविधा अंशकालीन चिकित्सक के परामर्श से उपलब्ध करायी जाती है।

5.2.4 अन्य सुविधाएं

उपरोक्त के अतिरिक्त प्रत्येक छात्र को नियमानुसार तेल मालिश, नहाने एवं कपड़ा धोने का साबुन, ब्रुश, मंजन, शीशा, कंघी, आदि उपलब्ध बजट के अनुसार दिया जाता है। प्रत्येक छात्र की बाल कटिंग प्रतिमाह अथवा आवश्यकतानुसार करायी जाती है। दैनिक उपभोग की आवश्यक वस्तुयें संवासी छात्रों को उपलब्ध करायी जाती हैं।

5.2.1 शैक्षिक सुविधाएँ

शिक्षा विभाग उत्तर प्रदेश द्वारा स्वीकृत विषयों के शिक्षण की व्यवस्था एवं सुविधा संस्था में ही उपलब्ध करायी जाती है। इसके लिए शिक्षा विभाग की भाँति ही हरिजन एवं समाज कल्याण विभाग द्वारा अध्यापकों की नियुक्ति निहित योग्यताओं एवं शर्तों के अनुरूप की जाती है।

विषय अध्यापकों के अतिरिक्त कला अध्यापक, संगीत अध्यापक, व्यायाम शिक्षक, क्राफ्ट शिक्षक तथा मनोवैज्ञानिक का पद भी कहीं-कहीं स्वीकृत है। शिक्षण एवं परीक्षा व्यवस्था शिक्षा विभाग के समानान्तर ही हैं।

संवासी छात्रों को समस्त पाठ्य सामग्री जैसे पुस्तकें, कापियाँ, कलम, स्याही आदि निःशुल्क प्रदान किये जाते हैं। विद्यालय में ही उनके शिक्षक की व्यवस्था होती है। समय सारिणी लगभग शिक्षा विभाग द्वारा स्वीकृत मानकों के अनुसार ही संस्थाध्यक्ष द्वारा तैयार किया जाता है जिसमें उपलब्ध स्टाफ एवं सुविधा तथा स्वीकृत कक्षाओं के अनुसार भिन्नता भी पायी जाती है।

बच्चों को पुस्तकालय, वाचनालय, प्रयोगशालादि (जू. हा. एवं हा. स्कूल स्तर पर) की भी सुविधा होती है। जू. हा. एवं हाई स्कूल स्तर पर विज्ञान कक्षा अथवा प्रयोगशाला की व्यवस्था होती है। पुस्तकालय में अध्यापित विषय के अतिरिक्त सामान्य, ज्ञान भाषा, साहित्य एवं अन्य विविध विषयों से सम्बन्धित पुस्तक, पत्र पत्रिकाओं की व्यवस्था उपलब्ध बजट के अन्तर्गत की जाती है।

5 2 2 पाठ्य सहगामी सुविधाएँ

आश्रम पद्धति विद्यालयों में बच्चों के शिक्षण व्यवस्था के अतिरिक्त उनके अवकाश काल के सदुपयोग एवं सर्वांगीण विकास के उद्देश्य से पाठ्यक्रम सहगामी क्रियाओं की व्यवस्था की जाती है। कुछ क्रियाएँ नित्य की दिनचर्या के अंग होते हैं जैसे सामूहिक व्यायाम आदि। कुछ क्रियाएँ साप्ताहिक अथवा आवर्त्तीय आधार पर आयोजित की जाती हैं जैसे विशिष्ट खेलकूद, सांस्कृतिक कार्यक्रम, बाल सभा आदि।

उपरोक्त के अतिरिक्त प्रायः विद्यालयों में दृश्य श्रव्य सामग्री जैसे रेडियोग्राम, टेलीविजन आदि भी उपलब्ध हैं। इनमें शैक्षिक कार्यक्रमों के अतिरिक्त मनोरंजन एवं ज्ञानवर्धक कार्यक्रमों को देखने सुनने की व्यवस्था छात्रों की दिनचर्या में बनायी जाती है।

जिन विद्यालयों में संगीत, व्यायाम शिक्षक उपलब्ध हैं, उनकी सहायता से अन्य विशिष्ट कार्यक्रम भी आयोजित होते हैं।

अध्याय ६

आश्रम पद्धति विद्यालयों की समस्याएं एवं समाधान

क्षेत्रीय शिक्षा महाविद्यालय, अजमेर के तत्वावधान में उपरोक्त विषयक एवं संगोष्ठी क्षेत्रीय शिक्षा संस्थस (पुरुष) निशातगंज, लखनऊ में दिनांक 5-3-87 से 7-3-87 तक आयोजित की गयी। उक्त गोष्ठी में उपस्थित प्रतिभागियों द्वारा आश्रम पद्धति विद्यालयों की समस्याओं एवं उनके समाधान पर सम्यक विचार विमर्श किया गया।

उक्त गोष्ठी में उत्तर प्रदेश के आश्रम पद्धति विद्यालयों की समस्याओं को तीन वर्गों में विभक्त कर उनका अध्ययन किया गया और उनके समाधान सुझाये गये।

(1) **प्रशासकीय एवं प्रबन्धकीय समस्याएं**

(2) **शैक्षिक एवं सामाजिक समस्याएं**

(3) **वैयक्तिक एवं व्यावसायिक समस्याएं**

6.2 प्रशासकीय एवं प्रबन्धकीय समस्याएं एवं उनका निराकरण

इस क्षेत्र में बताई गई समस्याओं का क्रमिक अध्ययन प्रस्तरवार एवं बिन्दुवार निम्नवत उल्लेखनीय है—

(i) **समस्या—आश्रम पद्धति विद्यालयों के लिए विभागीय संगठनात्मक ढाँचे में परिवर्तन—** इस समय प्रदेश में 37 आ. प. विद्यालय प्राथमिक स्तर से हाई स्कूल स्तर तक संचालित हैं। परन्तु विभाग के संरचनात्मक/संगठनात्मक ढाँचे में प्रधानाचार्य/अधीक्षक/शिक्षकों के अतिरिक्त कोई भी प्रशिक्षित अथवा शैक्षिक समस्याओं की जानकारी रखने वाला वरिष्ठ अधिकारी नहीं है। इस प्रकार प्रशिक्षित अधिकारियों का संगठनात्मक ढाँचे में न होना भी दुर्भाग्यपूर्ण है। इसके कारण अनेक समस्याएं विद्यमान हैं जिनके निराकरण की बात ही नहीं सोची जाती है। साथ ही प्रशिक्षित अधिकारियों का पद न होने से अध्यापक/अधीक्षक/प्रधानाचार्य प्रायः अपने मूल पद से ही सेवानिवृत्त हो जाते हैं और पदोन्नति का अवसर उन्हें प्राप्त नहीं होता है।

समाधान—आश्रम पद्धति विद्यालयों के संचालनार्थ 'आश्रम पद्धति विद्यालय शिक्षा परिषद' का गठन किया जाय। अथवा विभाग में ही एक अपर निदेशक (आ. प. विद्यालय) एक उपनिदेशक मुख्यालय तथा जिन जनपदों में आश्रम पद्धति विद्यालय स्थित हों, में एक शिक्षा अधिकारी का पद सृजित किया जाय। उक्त के लिए सचिव, निदेशक, हरिजन एवं समाज कल्याण तथा वित्त सचिव, उ. प्र. शासन को संस्तुतियाँ भेजी जायें।

(ii) **समस्या— अधीक्षक के पास वित्तीय एवं आहरण वितरण का अधिकार न होना**—इससे दैनिक व्यवस्था में विशेष कठिनाई होती है तथा समस्याओं के निराकरण में अनावश्यक विलम्ब होता है।

समाधान—अतएव अति शीघ्र प्रधानाचार्यों की भाँति अधीक्षकों को भी आहरण वितरण एवं वित्तीय अधिकार प्रदान किये जायें। इसके लिए सचिव एवं निदेशक को संस्तुति की जाय।

(iii) **समस्या**—अधिकांश विद्यालय किराये के भवन में चल रहे हैं, जिनमें स्थान की अत्यधिक कमी है, फलतः छात्रावास में अध्ययन कक्ष का कार्य भी हो रहा है। साथ ही आवास, भण्डारण, रसोई आदि की समस्या बनी हुयी है। इसके अतिरिक्त भवन किराये पर लेने हेतु अधीक्षक अधिकृत नहीं होते और वर्तमान प्रक्रिया अत्यन्त जटिल होने से कोई भवन स्वामी भवन किराये पर देने के लिए प्रोत्साहित नहीं होता है।

समाधान—विद्यालय के लिए यथा सम्भव निजी भवन की व्यवस्था की जाय। नये विद्यालय खोलने से पूर्व भवन सम्बन्धी सुविधा का परीक्षण करा लिया जाय, जहाँ भवन के साथ ही कुछ खुली जगह अथवा खेल का मैदान आदि भी उपलब्ध हो। इसके अतिरिक्त अधीक्षक को तात्कालिक आवश्यकता के आधार पर, यदि भवन उपलब्ध हो, किराये पर लेने की सुविधा दी जाय एवं किराया निर्धारण की प्रक्रिया सरल बनायी जाय।

(iv) **समस्या**—संवासी छात्रों के भरण पोषण एवं शैक्षिक विकास हेतु प्राप्त धनावंटन काफी पहले से परिवर्तित/परिवर्द्धित नहीं हो सका, जबकि मँहगाई पिछले एक दशक में अत्यधिक बढ़ चुकी है। ऐसी दशा में निर्धारित मदों जैसे भोजन, वस्त्र, स्टेशनरी आदि की व्यवस्था करने में कठिनाई हो रही है।

समाधान—मँहगाई के अनुरूप एवं अन्य संस्थाओं (जैसे नवोदय विद्यालय) के समान माल सम्पूर्ति मद में भरण पोषण सम्बन्धी आवंटन की दरों में वृद्धि की जाय।

(v) **समस्या**—प्रदेश में पिछले वर्षों में नवस्थापित 13 विद्यालयों में अभी तक कक्षा 1 एवं 2 तक ही शिक्षा सुविधा स्वीकृत है, जबकि इनमें प्रति वर्ष एक क्रमोत्तर कक्षाओं को खोला जाना चाहिए था। इससे अपेक्षित प्रवेश क्षमता के अनुसार छात्रों के प्रवेश होने में कठिनाई होती है, और किसी निश्चित स्तर तक उपयुक्त व्यवस्था न होने से आश्रम पद्धति विद्यालय उन उद्देश्यों की पूर्ति भी नहीं कर पाते हैं, जिनके लिए इनकी स्थापना हुयी है।

समाधान—कक्षा 1 एवं 2 तक संचालित विद्यालयों में अतिशीघ्र क्रमोत्तर कक्षाएं खोल कर उनका उच्चीकरण कम से कम जू. हा. स्तर अथवा हाई स्कूल स्तर तक किया जाय।

(vi) **समस्या**—प्रदेश में स्वैच्छिक संस्थाओं द्वारा संचालित तीन विद्यालयों के कर्मचारियों की सेवा शर्तें एवं वेतन क्रम आदि में भिन्नता है। इसके अतिरिक्त समाज कल्याण एवं हरिजन कल्याण तथा जनजाति विकास विभाग द्वारा संचालित संस्थाओं में अन्तर्विभागीय विषमताएं अनेक स्तरों पर विद्यमान हैं।

समाधान—विभागीय एवं अन्तर्विभागीय स्तर पर विषमताएं समाप्त की जाय।

6.1 शैक्षिक एवं सामाजिक समस्याएँ—

शैक्षिक एवं सामाजिक समस्याओं को निम्नवत वर्गीकृत कर सकते हैं—

(i) **समस्या**—कुछेक संस्थाओं में स्वीकृत क्षमता के अनुरूप प्रवेश नहीं हो पाता क्योंकि उस जाति विशेष (जिसके लिए संस्था स्वीकृत है) के बच्चों में शैक्षिक अभिरूचि का अभाव, आर्थिक तंगी एवं सामान्य प्रतियोगिता की भावना का अभाव होता है।

समाधान—इस हेतु भूतपूर्व छात्र एवं अभिभावक सम्मेलन बुलाने, दूरस्थ छात्रों को प्रवेश हेतु आने पर मार्ग व्यय की व्यवस्था करने, तथा 10% सीट सामान्य छात्रों के लिए सुरक्षित करना उपयुक्त होगा।

(ii) **समस्या**—विज्ञान कक्ष, विज्ञान किट, पुनर्बोधात्मक प्रशिक्षण आदि का अभाव।

समाधान—शिक्षा विभाग की भाँति प्राथमिक स्तर तक संचालित विद्यालयों में विज्ञान किट एवं शिक्षक सहायक सामग्री के क्रय हेतु धनावंटन किया जाय। साथ ही विभाग के अध्यापकों को समय-समय पर शिक्षा विभाग द्वारा आयोजित होने वाले पुनर्बोधात्मक प्रशिक्षण आदि की सुविधा उपलब्ध करायी जाय, ताकि उनका ज्ञान अद्यतन बना रह सके।

(iii) **समस्या**—प्राथमिक स्तर के कक्षा 1 से 2 तक संचालित विद्यालयों में प्रायः दो ही अध्यापक हैं। जबकि इसी स्वीकृत क्षमता एवं सुविधा में इन विद्यालयों में कक्षा 5 तक की पढ़ायी हो रही है। अतएव अध्यापकों की कमी से शिक्षण कार्य विधिवत पूरा नहीं हो पाता। इसके अतिरिक्त प्राथमिक स्तर के विद्यालयों एवं कुछ जू. हाई स्तर के विद्यालयों में भी व्यायाम, संगीत, क्राफ्ट के अध्यापक नहीं हैं अथवा उनका पद रिक्त है। इससे छात्रों की सामान्य दिनचर्या प्रभावित होती है और पढ़ाई के 6 घन्टों के अतिरिक्त समय का सदुपयोग नहीं हो पाता है।

समाधान—प्रत्येक विद्यालय में स्वीकृत/संचालित कक्षा के अनुरूप शिक्षक एवं अन्य कर्मचारियों की नियुक्ति की जाय तथा प्रत्येक विद्यालय में एक मनोवैज्ञानिक, संगीत अध्यापक, एक व्यायाम प्रशिक्षक तथा एक क्राफ्ट अथवा विज्ञान अध्यापक का पद अवश्य सृजित किया जाय।

(iv) **समस्या**—आश्रम पद्धति विद्यालय के संवासी छात्रों को सामयिक परिस्थितियों से समायोजन, समाज के अन्य व्यावहारिक पक्षों की जानकारी प्राप्त करने, नेतृत्व गुण के विकास, भारतीय संस्कृति की व्यावहारिक जानकारी आदि के लिये शैक्षिक शिविर, शैक्षिक भ्रमण एवं पर्यटन के कार्यक्रम नहीं होते हैं। इसके अतिरिक्त अंर्तजनपदीय, अंर्तप्रांतीय एवं अंर्तविभागीय संस्थाओं के साथ सांस्कृतिक कार्यक्रमों, वाद-विवाद, खेल-कूद एवं अन्य प्रतियोगिताओं का आयोजन शिक्षा विभाग की भाँति नहीं होता है।

समाधन—शैक्षिक भ्रमण, शिविर आयोजन एवं उपरोक्त के अनुसार प्रतियोगिताओं आदि के आयोजन एवं प्रतिभागियों के सम्मिलित होने हेतु धनावंटन किया जाय। इसके अतिरिक्त शिक्षा विभाग से निदेशालय स्तर पर लिखा जाय कि वे आश्रम पद्धति विद्यालयों को भी अपने कार्यक्रमों में अवश्य सम्मिलित करें।

6.3 वैयक्तिक एवं व्यावसायिक समस्याएँ

समस्याओं के विभाजन के अंतर्गत कतिपय समस्यायें ऐसी हैं जो प्रशासनिक एवं शैक्षिक होने के साथ ही व्यक्तिगत एवं व्यावसायिक भी हैं। अतएव नीचे इस प्रकार की कुछ समस्याओं का उल्लेख किया जा रहा है।

6.3.1 वैयक्तिक

(i) **समस्या**—अधीक्षक का पद अराजपत्रित, आहरण वितरण अधिकार रहित होने से तात्कालिक समस्याओं के निराकरण हेतु उच्चाधिकारियों की स्वीकृति/सहमति प्राप्त करने हेतु परमुखापेक्षी होने से अनावश्यक विलम्ब एवं कठिनाई होती है।

समाधान—अधीक्षक का पद राजपत्रित घोषित कर अतिशीघ्र आहरण एवं वितरण अधिकार भी दिया जाय । ज्ञातव्य हो कि ऐसा करने में कोई वित्तीय खर्च निहित नहीं है । इसके अतिरिक्त दो विद्यालयों (मुनस्यारी एवं जोशीमठ) में अधीक्षक का पद पहले से ही राजपत्रित एवं आहरण वितरण अधिकार सहित है ।

(ii) **समस्या**—राजकीय आश्रम पद्धति विद्यालयों के अधीक्षक एवं अन्य अधीनस्थ कर्मचारियों के वेतनमान शिक्षा विभाग एवं अन्य अधीनस्थ कर्मचारियों के वेतनमान शिक्षा विभाग एवं अन्य समान कार्य करने वाले कर्मचारियों से काफी कम हैं, जिससे उनमें असन्तोष है । उदाहरण—

	पद	वेतन क्रम.
1.	अधीक्षक	625–1240
2.	सहायक अध्यापक (एल. टी.)	540– 910
3.	मनोवैज्ञानिक	515– 860
4.	सहायक अध्यापक (सी. टी.)	450– 720
5.	सहायक अध्यापक (बी. टी. सी.)	365– 555
6.	वरिष्ठ लिपिक	430– 680
7.	कनिष्ठ लिपिक	354– 550
8.	चतुर्थ श्रेणी कर्मचारी	305– 390

समाधान—आश्रम पद्धति विद्यालयों के प्रधानाचार्य, अधीक्षक एवं अन्य अधीनस्थ कर्मचारियों को नवोदय विद्यालय (आवासीय) के प्रिंसिपल एवं अन्य अधीनस्थ कर्मचारियों के समान उच्च वेतनमान स्वीकृत किया जाय ।

(iii) **समस्या** समाज कल्याण एवं हरिजन कल्याण तथा नव स्थापित जनजाति विकास निदेशालय द्वारा संचालित विद्यालयों के कर्मचारियों के वेतनमान एवं सेवा शर्तों में अनेक भिन्नताएँ हैं, जिससे कर्मचारियों में असन्तोष है ।

समाधान—उक्त विसंगतियाँ अति शीघ्र समाप्त की जाय । अच्छा हो कि "आश्रम पद्धति विद्यालय शिक्षा परिषद" का संगठन कर, आश्रम पद्धति विद्यालयों के समस्त कर्मचारियों की सेवा शर्तें आदि नये सिरे से बनायी जायें ताकि उसमें एकरूपता स्थापित हो सके ।

(iv) **समस्या** आश्रम पद्धति विद्यालयों के प्रधानाचार्यों/अधीक्षकों एवं शिक्षकों के पदोन्नति के अवसर लगभग नहीं के बराबर हैं, जिससे 20 वर्षों से अधिक समय से सेवारत कर्मचारी आज भी

उसी पद पर कार्यरत हैं। अधिकतर लोग अपने मूल पद से ही कार्य मुक्त हो जाते हैं। इस प्रकार कार्य के प्रति स्वाभाविक अरूचि तथा भग्नाशा की प्रवृति विकसित होती है।

समाधान (1) "आश्रम पद्धति विद्यालय शिक्षा परिषद" अथवा हरिजन कल्याण विभाग के अन्तर्गत अपर निदेशक (आ. प. विद्यालय) उप निदेशक (आ. प. विद्यालय) एवं जिला शिक्षा अधिकारी (आ. प. विद्यालय) का पद सृजित किया जाय। इससे पदोन्नति के अवसर प्राप्त होंगे। ज्ञातव्य हो कि हरिजन एवं समाज कल्याण विभाग द्वारा आश्रम पद्धति विद्यालयों के संचालन के अतिरिक्त प्रदेश भर की दूसरी शैक्षिक संस्थाओं में पढ़ने वाले अनुसूचित जाति, जनजाति, पिछड़ी जाति, विमुक्त जाति के छात्रों को छात्रवृति आदि भी वितरित करता है। इस प्रकार अलग शैक्षिक संवर्ग का निर्माण होने से जिला हरिजन एवं समाज कल्याण अधिकारी का कार्य बोझ भी हल्का होगा तथा प्रदेश में हरिजन एवं समाज कल्याण विभाग तथा जनजाति विकास निदेशालय द्वारा संचालित आश्रम पद्धति विद्यालयों के संचालन/प्रशासन में चुस्ती आयेगी। इसके अतिरिक्त विभाग द्वारा संचालित अन्य शैक्षिक उत्थान की योजनाऐं जैसे—पालीटेक्नीक, मूक बधिर विद्यालय, अनुमोदित विद्यालय, विकलांग बच्चों के विद्यालय, अनुसूचित जाति की कोचिंग हेतु संचालित संस्थाऐं, अनु/अनु ज. जा., वि. जा. एवं पिछड़ी जातियों को प्रदान की जाने वाली छात्रवृत्तियों की व्यवस्था, जनपदों में संचालित हरिजन छात्रावास आदि योजनाओं का समुचित प्रशासन एवं पर्यवेक्षण हो सकेगा। ज्ञातव्य हो कि समाज कल्याण एवं हरिजन कल्याण की योजनायें इतनी अधिक है कि व्यस्तता के कारण जिला हरिजन एवं समाज कल्याण अधिकारी इनकी प्रभावी देखरेख नहीं कर पाते हैं।

(2) आश्रम पद्धति विद्यालयों में केवल नीचे के पदों पर जैसे सहायक अध्यापक (बी. टी. सी., सी.टी. या एल.टी.) ही की सीधी भर्ती की जाय। ऊपर के पदों को प्रोन्नति द्वारा भरा जाय।

(v) **समस्या**—अधीक्षक पद का वरिष्ठता कोटि क्रम सूची (ग्रेडेशन लिस्ट) अभी तक विभाग में नहीं है। इससे वरिष्ठता की जानकारी न होने से पदोन्नति की अनिश्चितता बनी रहती है।

समाधान—अतिशीघ्र वरिष्ठता कोटि क्रम सूची तैयार करवायी जाय।

(vi) **समस्या**—तीन वर्ष से अधिक सेवावधि के उपरान्त भी नियमानुसार सेवाओं का स्थायीकरण नहीं हुआ है। इससे पदोन्नति, अन्यत्र उच्च वेतन क्रम में प्रति नियुक्ति एवं स्थायी सेवकों को मिलने वाली सुविधाओं से वंचित रहता पड़ता है।

समाधान—तीन वर्ष से अधिक समय से कार्यरत नियमित कर्मचारियों की सेवाओं के स्थायीकरण की कार्यवाही अविलम्ब प्रारम्भ की जाय।

(vii) **समस्या** आश्रम पद्धति विद्यालयों के लिए योजनाएँ बनाते समय अधीक्षक वर्ग से कोई प्रतिनिधि सम्मिलित नहीं किया जाता है। इसी प्रकार वेतन समिति अथवा वेतन आयोग को नये वेतनमान स्वीकृति हेतु संस्तुति करने से पूर्व अधीक्षक वर्ग का प्रतिनिधित्व नहीं लिया जाता है। इससे कभी कभी वास्तविक समस्याएँ जहाँ की तहाँ रह जाती हैं। साथ ही स्थानीय स्तर पर समस्याओं का अध्ययन कर उनके आधार पर योजनाओं का निर्माण न करके, ऊपर से थोप दी जाती हैं।

समाधान आश्रम पद्धति विद्यालयों के सम्बन्ध में नवीन योजना बनाते समय संस्था से शिक्षकों/अधीक्षक को समिति में अवश्य सम्मिलित किया जाय। साथ ही स्थानीय स्तर पर अनुभूत समस्याओं के निराकरण हेतु विकेन्द्रित स्तर पर योजनाओं का निर्माण किया जाय।

(viii) **समस्या** नवीन शैक्षिक पद्धतियों के अनुकूल व्यवस्था हेतु आश्रम पद्धति विद्यालयों के अधीक्षकों/शिक्षकों हेतु किसी प्रकार के पुनर्बोधात्मक प्रशिक्षण आदि की व्यवस्था विभाग द्वारा अभी तक नहीं हो सकी है। इसके अतिरिक्त शिक्षा विभाग द्वारा सामंजस्य न होने के कारण ऐसे प्रशिक्षणों में भाग लेने से वंचित रहना पड़ता है।

समाधान—आश्रम पद्धति विद्यालयों की सूची शिक्षा निदेशक उ. प्र., निदेशक, एन. सी. ई. आर. टी. आदि एजेन्सियों को भेजी जाय। इसके अतिरिक्त इस तरह के कार्यक्रमों का आयोजन भी किया जाय।

6.3.2 व्यवसाय परक समस्याएँ

(i) **समस्या**—आश्रम पद्धति विद्यालयों में प्रायः छात्र प्रवेश के लिए दूर दूर से आते हैं। कुछ विद्यालयों में अनेक जनपदों से भी बच्चे आते हैं परन्तु उनके आवागमन हेतु कोई सुविधा विभाग द्वारा उपलब्ध नहीं करायी जाती है जिससे बच्चे प्रवेश के समय या छुट्टियों के समय विद्यालयों में या तो आते नहीं हैं अथवा विलम्ब से आते हैं। अभिभावकों से सीधा सम्पर्क न होने से भी कठिनाई होती है।

समाधान—प्रवेश के माह में अभिभावक एवं भूतपूर्व छात्रों का एक सम्मेलन बुलाने की व्यवस्था हो तथा 15 किमी. से दूर के छात्रों को प्रवेश/लम्बे अवकाशों के समय घर आने-जाने पर किराया भुगतान करने की व्यवस्था की जाय।

(ii) **समस्या**—विद्यालयों में कक्षा कक्ष, मनोरंजन, काष्ठोपकरण, खेल मैदान आदि पर्याप्त नहीं हैं।

समाधान—इनकी उपयुक्त व्यवस्था की जाय।

(iii) **समस्या**—आश्रम पद्धति विद्यालयों की स्थायी नियमावली, कार्य प्रणाली सम्बन्धी नियमावली, वरिष्ठता सेवा शर्तों आदि सम्बन्धी कोई नियमावली अभी तक विभाग में उपलब्ध नहीं है। इससे सामान्य कार्य प्रणाली की जानकारी नहीं हो पाती और एक संस्था से दूसरी संस्था की कार्य प्रणाली में विषमता एवं भिन्नता रहती है।

समाधान—आश्रम पद्धति विद्यालयों के संचालनार्थ एक आदर्श नियमावली तैयार की जाय तथा उसे प्रत्येक संस्थाध्यक्ष को अनिवार्य रूप से उपलब्ध कराया जाय।

(iv) **समस्या**—आश्रम पद्धति विद्यालयों में प्रायः कुछ निश्चित जातियों का ही प्रवेश होता है इससे कभी-कभी प्रवेश क्षमता के अनुकूल प्रवेश नहीं हो पाता है।

समाधान—निश्चित अथवा किसी जाति विशेष के अतिरिक्त सामान्य जाति के बच्चों के लिए कम से कम 10% सीट सुरक्षित रखी जाय ताकि प्रवेश हेतु एक स्वस्थ प्रतियोगिता विकसित हो तथा अन्य विकसित एवं सामान्य जातियों के साथ उनके कार्यव्यवहार, संस्कृति, सभ्यता आदि की जानकारी हो सके।

(ii) **समस्या**—संस्था के रख-रखाव एवं संवासी छात्रों के लिए आवश्यक सुविधाओं जैसे वस्त्र, जूता, मोजा, औषधि, भोजन आदि के लिए वित्तीय वर्ष के प्रारम्भ में प्रायः धनावंटन नहीं होता है, साथ ही उक्त आवश्यक मदों में प्राप्त बजट आवंटन लगभग पिछले 10 वर्षों से संशोधित संशोधित नहीं हुए हैं जबकि मँहगाई निरंतर बढ़ी है। इस प्रकार—

(अ) वित्तीय सत्र के प्रारम्भ में बजट प्राप्त न होने।

(ब) भोजन, वस्त्र, स्टेशनरी आदि मदों में अपेक्षाकृत आवंटन कम होने से समयानुसार व्यवस्थित कार्य करने में कठिनाई होती है।

समाधान—बजट आवंटन वित्तीय सत्र के प्रारम्भ में किया जाय। भोजन मद में 125 रु. प्रतिछात्र प्रतिमाह के स्थान पर 250 रु., वस्त्र मद में 70.00 प्रति वर्ष के स्थान पर 200 रुपया तथा स्टेशनरी मद में 30 रु. के स्थान पर 75 रु. प्रति छात्र प्रति वर्ष के हिसाब से दिया जाय।

(iii) **समस्या**—आश्रम पद्धति विद्यालयों के छात्रों के लिए प्रतियोगितात्मक टूर्नामेन्ट, शिविर शैक्षिक यात्रा आदि का प्राविधान बजट के अन्तर्गत नहीं होता है।

समाधान—वर्ष में कम से कम एक सप्ताह का शिविर आयोजन तथा एक सप्ताह की शैक्षिक यात्रा का आयोजन विभागीय स्तर पर अनिवार्य रूप से किया जाय। इस हेतु शिक्षा विभाग से भी सामंजस्य स्थापित करने हेतु कार्यवाही की जाय।

(iv) **समस्या**—आश्रम पद्धति विद्यालयों के बच्चों को स्वावलम्बी बनाने अथवा रोजगार परक सूचनाएँ/सहायता देने हेतु संस्थाओं में कोई समुचित व्यवस्था उपलब्ध नहीं है। इससे बच्चे संस्था छोड़ने के बाद स्वयं को दिग्भ्रमित एवं असहाय महसूस करते हैं।

समाधान—आश्रम पद्धति विद्यालयों में एक कैरियर रूम खोला जाय। प्रायः जू. हा./हा. स्कूल स्तर पर मनोवैज्ञानिक का पद होता है। अन्य संस्थाओं में भी मनोवैज्ञानिक का पद सृजित किया जाय। व्यावसायिक एवं रोजगार परक सूचनाएँ उपलब्ध कराने, प्रशिक्षण एवं पुनर्वास योग्य सुविधाओं को उपलब्ध कराने सम्बन्धी व्यवस्था आश्रम पद्धति विद्यालयों में की जाय। इस प्रकार यदि कुछ उत्पादन होता है तो उससे होने वाले लाभों में से बच्चों के लिए धन की व्यवस्था की जा सकती है। जिससे उन्हें आगे पढ़ने एवं रोजगार पाने में सहायता मिल सकती है ताकि वे स्वावलम्बी हो सकें।

बालकों में सोच के कुछ विविध पक्ष

(उत्तर प्रदेश की अनुसूचित जाति एवं अनुसूचित जनजाति के सन्दर्भ में)

□ प्रोफेसर नरेन्द्र वैद्य

स्वतन्त्रता के पश्चात उत्तर प्रदेश में अनुसूचित जाति एवं अनुसूचित जनजाति के बालक-बालिकाओं की शैक्षिक प्रगति के क्षेत्र में काफी कुछ काम हुआ। किन्तु इस विशाल प्रदेश के कुछ जिलों मे यह प्रगति सन्तोषजनक नहीं है। इसके लिये शासकीय कार्यकर्त्ताओं और स्वैच्छिक संस्थाओं को एक नूतन संकल्प के साथ कार्यशील होना पड़ेगा।

यदि हम परम्परागत शैक्षिक पद्धति के आर-पार देखें तो सहज ही इस निष्कर्ष पर पहुंच सकते हैं कि कुछ क्षेत्रों के लिये यह प्रणाली पर्याप्त नहीं है। इस पद्धति में एक तथ्य यह सामने आता है कि निर्धन वर्ग के बच्चों को अपने अभिभावकों की ओर से कोई सहायता नहीं मिलती। फलस्वरूप ऐसे बच्चे कुछ समय बाद विद्यालय जाना त्याग देते हैं और माता-पिता की आर्थिक समस्याओं के समाधान हेतु कोई रोजगार शुरू करने को बाध्य हो जाते हैं। इसका एक परिणाम यह होता है कि इनमें कोई भी कौशल विकसित नहीं हो पाता। अब समय आ गया है कि हम उनके शिक्षा-क्रम की विभिन्न स्थितियों का सूक्ष्मता से अध्ययन करें और देखें कि उन्हें किस प्रकार की शिक्षा उपलब्ध हो रही है व जो शिक्षा उपलब्ध हो उसकी जड़े कहां हैं? जो लोग उन्हें शिक्षा देने के कार्य में संलग्न हैं उन्हें ज्ञात होना चाहिये कि ऐसे बच्चे अपने प्राकृतिक वातावरण में कैसे सीखते हैं? हमें यह जानना होगा कि ऐसे वर्ग के बच्चों की अधिगम क्षमता क्या है और ऐसे कौन से साधन हैं जिनकी सहायता से उन बच्चों की अधिगम क्षमता को विकसित किया जा सकता है? यह कहना अप्रासंगिक न होगा कि उन साधनों और क्षमताओं को स्पष्ट करने में प्रो. जीन पियाजे का बहुत योगदान रहा है। प्रो. जीन पियाजे के शोध के अनुसार यदि बच्चे की भोजन, वस्त्र और आवास की प्रारम्भिक व अनिवार्य आवश्यकताएँ ठीक से पूर्ण कर दी जाएँ तो वह पैदा होते ही सीखने का काम स्वतः शुरू कर देता है। इस प्रारम्भिक अवस्था में बच्चे में भाषा ज्ञान का अभाव होता है जो उसके मस्तिष्क को खोज देय बना देता है। वह थोड़ी देर के लिये भी जो कार्य करता है उसका पुनरावलोकन करता है और उसमें सुधार की कोशिश भी करता है। वह अपने तर्कों को ऐसे विकसित करता है और बिना पढ़ाए कई बार ऐसे काम कर दिखाता है कि देखकर आश्चर्यचकित हो जाना पड़ता है।

□प्राचार्य, क्षेत्रीय शिक्षा महाविद्यालय, अजमेर

2 वर्ष से 7 वर्ष तक की अवस्था तक बालक समस्याओं को अपने दृष्टिकोण से देखता है। इतना ही नहीं वह अपने विचारों का हर प्रकार से परीक्षण करता है क्योंकि वह सीखना चाहता है और अपने अधिगम को गति देना चाहता है। यह उल्लेखनीय है कि वह दूसरे के दृष्टिकोण से समस्या को नहीं देखता।

7 वर्ष से 11 वर्ष तक की अवस्था में उसका सोचना मूर्त स्थितियों पर आधारित होता है। वह भविष्य और अतीत दोनों दिशाओं में सोचता है। उदाहरणार्थ यदि दो बराबर लम्बी पैंसिलें एक दूसरी पर रखकर एक को आगे बढ़ाकर दूसरी के लिए पूछा जाए तो उसका उत्तर होगा कि ऊपर वाली पैंसिल छोटी और नीचे वाली बड़ी है। दोनों पैंसिलों को समान दूरी पर रखकर पूछा जाये तो वह उन्हें बराबर बतायेगा। यह स्थिति मूर्त वस्तुओं के प्रति उसके बोध को प्रकट करती है।

11 से 15 वर्ष तक की अवस्था में बालक सम्भावनाओं के संसार में रहता है। अब उसकी ऐसी अवस्था आ आजी है कि वह अमूर्त समस्याओं को समझकर उनको हल करने का प्रयास करता है। 15, 16, वर्ष की अवस्था में उसका मस्तिष्क प्रयोगशील हो जाता है। निःसन्देह यह मानवीय प्रकृति की देन है। अध्यापकों एवं मनोवैज्ञानिकों को चाहिये कि वे देखें कि इस अवस्था में बालकों के सोचने, विचारने की प्रक्रिया कैसी है और यह पियाजे के सोचने के प्रतिमान से किस प्रकार भिन्न है? यदि हम ऐसा कर पाएं तो अवश्य ही बच्चों के लिये, उनके ही वातावरण से वस्तुओं को चुनकर उनमें सोचने की क्षमता का विकास कर सकते हैं। इससे हमें इस बात का भी पता लग जायेगा कि ये बच्चे जो उत्तर दे रहे है-उसका क्या कारण है? व क्या उनके उत्तरों में किसी प्रत्यय की कमी है? जो स्थितियाँ आज हैं क्या वे कल भी रहेंगी? उन्हें जल्दी पढ़ाना ऐसा तो नहीं हो जाएगा की आगे पाठ और पीछे सपाट।

अमेरिका के प्रो. राबर्ट कारप्लस, उनकी पत्नी और प्रो. ए. ई. लासन, पियाजे के विचारों से बड़े प्रभावित हुये तथा उन्होंने प्राथमिक व माध्यमिक स्तर के विज्ञान के पाठ्यक्रम में इन सिद्धांतों का उपयोग किया। उन्होंने बताया कि प्रारम्भिक अवस्था में बच्चों को अनेक वस्तुएँ दी जाएँ जिन्हें वे स्वयं देखें, उनसे खेलें, उन्हें मिलाएँ या अलग-अलग करें, उनका वर्गीकरण करें और इस प्रकार विभिन्न स्थितियों के अन्तर्गत सीखने की दिशा में आगे बढ़ें। इससे उनमें जो प्रत्यय विकसित होगा उसे वे अन्य स्थितियों में भी उपयोग कर सकेंगे — इसी को अधिगम का स्थानान्तरण कहा जाता है।

यदि हम पियाजे के दिये गये विश्लेषण के अनुसार कार्य करें तो इस निष्कर्ष पर पहुंचते हैं कि यदि बालकों को पहले मूर्त वस्तुओं के साथ अन्तर्क्रिया करने का अवसर मिले और उसके उपरान्त ही यदि वह अमूर्त अवस्था के भाव को ग्रहण करें—तो इस प्रक्रिया में उसकी जो समझ विकसित होगी—वह चिर स्थायी होगी। ऐसी अवस्था में हमें यह कहने का अवसर नहीं मिलेगा कि

प्रतिभाशाली बालक परीक्षा के बाद अपने ज्ञान को भूलते हैं और मन्द बुद्धि बालक परीक्षा के पूर्व। यदि हम अपनी नई राष्ट्रीय शिक्षा नीति का अन्तरावलोकन करें तो प्रतीत होता है कि पियाजे के मूलभूत सिद्धान्त इस नीति के काफी निकट हैं। राष्ट्रीय शिक्षा नीति के अन्तर्गत बालक अपनी शिक्षा को अपने आप नियंत्रित करने की कोशिश करता है। बालक का मस्तिष्क ऐसा नहीं है कि उसमें कोई छेद हों और अध्यापक उस छेद में अपने विचार भर दें। एक स्थिति ऐसी भी आती है जब बालक आज्ञापालन करता है और कभी-कभी नहीं भी करता। इससे शिक्षक को किसी प्रकार की परेशानी नहीं होनी चाहिये बल्कि उसका काम तो ऐसी स्थिति में और भी आसान हो जाता है, क्योंकि बच्चा अपने ज्ञान को इस स्थिति में अपने आप विकसित कर रहा होता है। कहने का तात्पर्य यह है कि यदि बालक पूछे गये प्रश्न का अशुद्ध उत्तर देता है तो इसका यह अर्थ नहीं है कि वह कुछ नहीं जानता। निःसन्देह बच्चों के विकास की अवस्था के लिये परिवर्तन आवश्यक है, परिवर्तन के लिये परिपक्वता वांछनीय है, परिपक्वता के लिये प्रत्येक बालक को निर्माण की प्रक्रिया अपनाना जरूरी है। यह ऐसा प्रतीत हो रहा है कि जैसे कोई व्यक्ति विभिन्न चरणों (Stages) में पहाड़ पर चढ़ रहा हो और हर बार उसे नया परिदृश्य दिखाई दे रहा है।

जीवन के दार्शनिक पक्ष को स्पष्ट करने के लिये लाओत्से के साथ संक्षिप्त वार्ता का उल्लेख करना यहाँ अप्रासंगिक न होगा।

मैं लोगों को निर्देश नहीं देता, तो वे स्वयं सतर्क रहते हैं।

मैं लोगों को आदेश नहीं देता, तो वे स्वयं आज्ञाकारी बन जाते हैं।

मैं लोगों को उपदेश नहीं देता, तो वे स्वयं सुधर जाते हैं।

मैं लोगों को बाध्य नहीं करता, तो वे स्वयं अनुकरण करते हैं।

सर्वोत्तम नायक वह है—जिसकी उपस्थिति का लोगों को अहसास तक न हो।

अच्छा नायक वह नहीं है—जिसका आज्ञापालन और समर्थन ही होता रहे।

अयोग्यत्तम नायक वह है—जिसकी लोग उपेक्षा करते हैं।

अच्छा नायक अल्पभाषी होता है, उसके कार्य एवं लक्ष्य सिद्धि को सब लोग अपनी उपलब्धि मानते हैं।

इसी प्रकार का उपदेश महात्मा बुद्ध और कनफ्यूशियस ने भी दिया है।

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जीन पियाजे
(1896—1980)

परिशिष्ट

परिशिष्ट—'अ' (i)

उत्तर प्रदेश में अनुसूचित जातियों की सूची

1 अगरिया
2 वादी
3 बधिक
4 वहेलिया
5 वैगा
6 वैसवार
7 वजनिया
8 वाजगी
9 वलहर
10 बलई
11 वालमीकी
12 बंगाली
13 वनमानुष
14 बंसफोर
15 वरवार
16 बसोर
17 वावरिया
18 वेलदार
19 वेडिया
20 भॉलू
21 भुइया
22 भुइयार
23 नौरिया
24 चमार, धुसिया, झुसियों जाटव, व चरमी सहित
25 वेसे
26 दवगर
27 धांगर
28 धानुक
29 रकार
30 धोबी
31 डोम
32 डोमर
33 दुसाध
34 धरमी
35 धसिया
36 गुआल
37 हबूडा
38 हरी
39 हेला
40 कलाबाज
41 कंजड
42 कपरिया
43 करवल
44 खैरहा
45 खरोट
46 खरवार, वनवासी को छोड़कर
47 खटिक
48 कौल
49 कोखा
50 लालवेगी
51 मजहबी
52 मुसहर
53 नट
54 पंखा
55 परिहया
56 पासी या तरयालो
57 पतरी
58 रावत
59 सहरिया
60 सनोरिया
61 सासियां
62 शिल्पकार
63 तुरैहा
64 मझवार
65 कोरी—(आगरा, मेरठ व रुहेलखण्ड डिवीजन को छोड़कर राज्य भर में)
66 गौंड—(बुन्देलखण्ड डिवीजन व जिला मिर्जापुर के कैमूर पर्वत श्रेणी के दक्षिण में)

नोट :—जो व्यक्ति हिन्दू और सिख धर्म से किसी भिन्न धर्म को मानता है तो वह उत्तर प्रदेश में जैसा कि उपरोक्त सूची में उल्लिखित है, अनुसूचित जाति का सदस्य नहीं माना जायेगा।

परिशिष्ट 'अ' (ii)

अनुसूचित जनजातियों की सूची

1 थारू
2 बोक्सा
3 भोटिया
4 राजी
5 जौनसारी

परिशिष्ट—'आ'

उत्तर प्रदेश में अनुसूचित जातियों एवं अनुसूचित जनजातियों की संख्या (आधार जनगणना 1981)

क्रम.	जिला	कुल जन संख्या	अनुसूचित जाति की संख्या	अनुसूचित जनजाति की संख्या
1	2	3	4	5
1	उत्तर काशी	1,90,948	41,875	1,817
2	चमोली	3,64,346	62,886	9,164
3	टेहरी गढ़वाल	4,97,710	63,540	68
4	देहरादून	7,61,668	90,881	76,085
5	पौड़ी गढ़वाल	6,37,877	64,901	1,097
6	पिथौरागढ़	4,89,267	95,145	17,337
7	अलमोड़ा	7,57,373	1,65,710	2,145
8	नैनीताल	11,36,523	1,87,213	73,998
9	सहारनपुर	26,73,561	5,88,801	448
10	मुजफ्फर नगर	22,74,487	3,36,664	213
11	बिजनौर	19,39,261	3,93,946	3,647
12	मेरठ	27,67,246	4,64,167	173
13	गाजिया बाद	18,43,130	3,62,883	65
14	बुलन्द शहर	23,58,270	5,05,706	18
15	मुरादा बाद	31,49,406	5,38,017	621
16	रामपुर	11,78,621	1,53,888	48
17	बदायू	19,71,946	3,31,861	9
18	बरेली	22,73,030	2,83,805	58
19	पीली भीत	10,08,312	1,72,409	273
20	शाहजहाँपुर	16,47,664	2,94,373	39
21	अलीगढ़	25,74,925	5,79,353	21
22	मथुरा	15,07,447	3,06,450	90
23	आगरा	28,52,942	6,30,233	1,709
24	एटा	18,58,692	3,17,408	81
25	मैनपुरी	17,26,202	3,39,093	46
26	फरुखाबाद	19,49,133	3,39,093	179
27	इटावा	17,42,651	4,42,776	44
28	कानपुर	37,42,223	7,39,546	1,142

(जारी है)

क्रम.	जिला	कुल जन संख्या	अनुसूचित जाति की संख्या	अनुसूचित जनजाति की संख्या
1	2	3	4	5
29	फतेहपुर	15,72,421	3,73,077	9
30	इलाहाबाद	37,97,033	9,31,075	226
31	जालौन	9,86,238	2,67,516	—
32	झाँसी	11,37,031	3,25,912	53
33	ललितपुर	5,77,648	1,40,866	13
34	हमीर पुर	11,94,168	2,93,233	—
35	बाँदा	15,33,990	3,62,496	15
36	खीरी	19,52,680	5,08,170	17,779
37	सीता पुर	23,37,284	7,24,336	28
38	हरदोई	22,74,929	6,80,794	12
39	उन्नाव	18,22,591	5,47,962	2,230
40	लखनऊ	30,14,574	4,80,492	286
41	रायबरेली	18,86,940	5,57,649	199
42	बहराइच	22,16,945	3,66,410	6,340
43	गोण्डा	28,34,562	4,36,759	1,457
44	बाराबंकी	19,92,074	9,51,418	162
45	फैजाबाद	23,82,515	5,67,062	85
46	सुल्तानपुर	20,42,778	4,72,369	4
47	प्रतापगढ़	19,00,049	3,88,376	7
48	बस्ती	35,78,069	7,15,947	9
49	गोरखपुर	37,95,701	8,16,184	2,303
50	देवरिया	34,96,564	6,07,234	160
51	आजमगढ़	34,44,130	7,79,760	140
52	जौनपुर	25,32,734	5,43,061	3
53	बलिया	19,45,376	3,00,551	27
54	गाजीपुर	19,44,669	4,00,350	73
55	वाराणसी	37,10,006	6,70,455	174
56	मिर्जापुर	2,39,149	6,63,773	146
सम्पूर्ण उत्तर प्रदेश		11,08,62,013	2,34,53,339	2,32,705

परिशिष्ट 'इ'

अन्य पिछड़ी जातियों की सूची जिन्हें उ. प्र. सरकार द्वारा शिक्षा सुविधाएँ दी जाती हैं

हिन्दू

1. आहीर	2. आरख	3. बंजारा
4. बढ़ई	5. बारी	6. वैरागी
7. भर	8. भोटिया	9. भुर्जी या भड़भूजा
10. बिन्द	11. छीपी	12. दर्जी
13. धीवर	14. गडेरिया	15. गोसाई
16. गूजर	17. हलवाई	18. जोगी
19. काछी	20. कहार	21. केवट या मल्लाह
22. किसान	23. कोइरी	24. कोरी (आगरा, मेरठ, रूहेलखंड डिवीजन में)
25. कुम्हार	26. कुर्मी	27. लोध
28. लोहार	29. लोनिया	30. माली
31. मनिहार	32. भुराव या सुराई	33. नाई
34. मापक	35. सोनार	36. तमोली
37. तेली		

मुस्लिम

1. भठियारा	2. बढ़ई	3. चिकवा (करसाव)
4. दर्जी	5. डफाली	6. फकीर
7. गद्दी	8. हज्जाम (नाई)	9. झोजा
10. कसगर	11. कुंजड़ा	12. किसान
13. मनिहार	14. मिरासी	15. मोमिन (अंसार)
16. मुस्लिम (धुनिया)	17. नद्दाफ (धुनिया)	18. नक्काल
19. नट	20. रंगरेज	21. स्वीपर

नोट:—कुमायूँ डिवीजन में मारछा, नायक, गिरि और पिछड़े मुसलमान भी पिछड़ी जातियों में ही माने जायेंगे।

परिशिष्ट ई (i)

विमुक्त जातियों के जन समुदाय की सूची जो घूमते-फिरते रहते हैं

क्र. सं.	नियुक्त जातियों की सूची जो घूमते-फिरते रहते हैं	जिलों के नाम
1.	बदक	आगरा, बदायूँ, एटा, मैनपुरी।
2.	खुरपलटा	आगरा, मथुरा।
3.	मूंगिया (मूंग)	आगरा, झाँसी।
4.	कंजर या कुंचवधियाँ	अलीगढ़, बहराइच, बलिया, बाँदा, वाराणसी, बिजनौर, कानपुर एटा, इटावा, फर्रुखाबाद, फतेहपुर, गोरखपुर, हमीरपुर, हरदोई जालौन, झांसी, खीरी, मथुरा, सहारनपुर, शाहजहाँपुर, सीतापुर, उन्नाव।
5.	सिंगीवाला	अलीगढ़, बदायूँ, नैनीताल, सहारनपुर, मथुरा, बरेली।
6.	औघड़	इलाहाबाद।
7.	बैरिया	इलाहाबाद, बांदा, वाराणसी, इटावी, हमीरपुर, झाँसी, उन्नाव।
8.	बैद	इलाहाबाद।
9.	भाट	इलाहाबाद, वाराणसी, हमीरपुर, हरदोई, मिर्जापुर, एटा, फतेहपुर, इटावा, मथुरा।
10.	चमर मंगता	इलाहाबाद, फतेहपुर, सीतापुर, सुल्तानपुर, उन्नाव, हरदोई।
11.	जोगी	इलाहाबाद, शाहजहाँपुर।
12.	कपरिया	इलाहाबाद, फतेहपुर, लखनऊ।
13.	मदावत या लुंगीपठान	इलाहाबाद, पीलीभीत, रायबरेली, उन्नाव, बहराइच, हरदोई, बरेली।
14.	कलन्दर फकीर	आजमगढ़, बलिया, बरेली, प्रतापगढ़, इलाहाबाद।
15.	नट या करनाटक	बहराइच, बलिया, बाँदा, वाराणसी, बदायूँ, बिजनौर, एटा, इटावा, फार्रुखाबाद, हमीरपुर, जालौन, झाँसी, लखनऊ, मैनपुरी, मेरठ, मथुरा, नैनीताल, पीलीभीत, रायबरेली, उन्नाव।
16.	करवल	बलिया, बाँदा, वाराणसी, जौनपुर, लखनऊ, खाजीपुर, गोरखपुर, बस्ती, वाराणसी, मिर्जापुर, रायबरेली, सीतापुर।
17.	बावरिया	बाँदा, मेरठ, मथुरा, मैनपुरी।

18. पासी	बाराबंकी ।
19. हबड़ा	बरेली, एटा, मुरादाबाद ।
20. डोम	बस्ती, वाराणसी, फैजाबाद, गोरखपुर, जौनपुर ।
21. खटीक	बस्ती ।
22. बहेलिया	इटावा, फर्रुखाबाद, हमीरपुर, हरदोई, झाँसी, मथुरा, शाहजहाँपुर ।
23. बंजारा	एटा, इटावा, फर्रुखाबाद, हरदोई, लखनऊ, मैनपुरी, मेरठ, मथुरा, पीलीभीत, रायबरेली, शाहजहाँपुर, सीतापुर, उन्नाव ।
24. गोदनहार	गोंडा, सुल्तानपुर ।
25. बखार	मथुरा
26. बर्गी	मथुरा ।
27. सपेरा	मथुरा, सहारनपुर, इलाहाबाद ।
28. सिकलीगर	मथुरा ।
29. बेलदार	सहारनपुर, इटावा ।
30. मदारी	सहारनपुर, सुल्तानपुर, आगरा, अलीगढ, इलाहाबाद ।
31. कंकाली	सुल्तानपुर ।
32. बृजवासी	उन्नाव ।
33. जोगा	बदायूँ ।
34. किंगिरिया	इलाहाबाद ।
35. भटरी	इलाहाबाद ।
36. कुरमर्मयाँ (हिन्दू महावत)	कानपुर, हरदोई ।
37. कनमैलियाँ	इटावा ।
38. गोसांई	फर्रुखाबाद, झाँसी ।
39. लोनाचमार	जालौन ।

परिशिष्ट ई (ii)

विमुक्त जातियों के उन समुदाय की सूची जो स्थाई रूप से एक स्थान पर रहते हैं

क्र. सं.	विमुक्त जातियों की सूची जो स्थाई रूप से एक स्थान पर रहते हैं।	जिलों के नाम
1.	अहेरिया (बहेलिया)	फर्रूखाबाद, आगरा, बदायूँ, मैनपुरी, पीलीभील, अलीगढ़, बुलन्दशहर, एटा, मथुरा।
2.	बदक	बदायूँ, खीरी, मथुरा, शाहजहाँपुर।
3.	बंजारा	एटा, इटावा, फर्रूखाबाद, फतेहपुर, मैनपुरी, आगरा, हरदोई, झाँसी, लखनऊ, मेरठ, मथुरा, पीलीभीत, रायबरेली, सीतापुर, उन्नाव।
4.	बरवार	गोंडा, हरदोई, सुल्तानपुर, रायबरेली।
5.	बाबरिया	मुजफ्फरनगर, आगरा, मेरठ।
6.	बेड़िया	आगरा, कानपुर, एटा, इटावा, मैनपुरी, फतेहपुर।
7.	भर	आजमगढ़, वाराणसी, फैजाबाद, जौनपुर, गोरखपुर।
8.	बौरिया	कानपुर, फतेहपुर।
9.	चमार	इटावा, गाजीपुर, जौनपुर।
10.	दलेरा कहार	बरेली, मेरठ, मुरादाबाद, रामपुर।
11.	डोम	पूरे उत्तर प्रदेश में।
12.	गंडीला	मुजफ्फरनगर।
13.	घोसी (हिन्दू)	अलीगढ़, एटा, मैनपुरी।
14.	गूजर	मुजफ्फरनगर, सहारनपुर, बिजनौर।
15.	हबूड़ा	पूरे उत्तर प्रदेश में।
16.	कंजर	आगरा, कानपुर, इटावा, फतेहपुर, मैनपुरी, मथुरा, फतेहगढ़, फर्रूखाबाद।
17.	केवट	बस्ती।
18.	खटीक	बस्ती, गोंडा।
19.	लोध	फतेहपुर, मैनपुरी।

20.	मल्लाह	आगरा, अलीगढ़, बलिया, बुलन्दशहर, इटावा, मैनपुरी, मिर्जापुर, गोरखपुर, मथुरा ।
21.	मेवाती	बुलन्दशहर, अलीगढ़, बलिया ।
22.	मुसहर (वनमानुष भी होते हैं)	गाजीपुर, जौनपुर, बलिया, सुल्तानपुर, वाराणसी ।
23.	नट	इलाहाबाद, बिजनौर, फतेहपुर, झाँसी, मुरादाबाद, मुजफ्फर-नगर, नैनीताल, ।
24.	पलवर दुसाध	बलिया ।
25.	पासी	पूरे उत्तर प्रदेश में ।
26.	सांसिया	झाँसी, बुलन्दशहर, देहरादून, खीरी, मेरठ, मुजफ्फरनगर, सहारनपुर ।
27.	तगाभाट	सहारनपुर ।
28.	औघिया	कानपुर, फतेहपुर ।
29.	भात	पूरे उत्तर प्रदेश में ।
30.	गिधिया	मुरादाबाद।
31.	करवल	खीरी, वाराणसी, लखनऊ, बाराबंकी, बस्ती, मुरादाबाद, कानपुर ।

परिशिष्ट–'उ'

उ. प्र. में आश्रम पद्धति विद्यालय

क्र. सं.	आ. प. वि. का नाम		जनपद का नाम
1.	रा. आ. प. वि. मऊ,		बांदा
2.	,,	प्रतापगढ़	प्रतापगढ़
3.	,,	रामपुर	रामपुर
4.	,,	गोण्डा	गोण्डा
5.	,,	पयागीपुर, सुलतानपुर	सुलतानपुर
6.	,,	आर्यनगर, लखनऊ	लखनऊ
7.	,,	चोपन, मिर्जापुर	मिर्जापुर
8.	,,	दुदधी	मिर्जापुर
9.	,,	सहारनपुर	सहारनपुर
10.	,,	घोरावल	मिर्जापुर
11.	,,	तिलोई	रायबरेली
12.	,,	मोहम्मदाबाद	फर्रूखाबाद
13.	,,	ताल बेहर	ललितपुर
14.	,,	बबेरू	बांदा
15.	,,	थिरपाक	चमोली
16.	,,	शंकरगढ़	इलाहाबाद
17.	,,	करारी	इलाहाबाद
18.	,,	मानिकपुर	बांदा
19.	,,	झासीनगर	झांसी
20.	,,	सारनाथ	वाराणसी
21.	,,	शिवपुर	वाराणसी
22.	,,	राबर्टसगंज	मिर्जापुर
23.	,,	विष्णुपुरा	गोरखपुर
24.	,,	आजमगढ़	आजमगढ़
25.	,,	कादीपुर	सुल्तानपुर
26.	विकास विद्यालय ईश्वर शरण आश्रम		इलाहाबाद
27.	प्रगति आश्रम हाईस्कूल, बालागंज		लखनऊ
28.	रा. आ. प. वि. बिडौरा		नैनीताल
29.	,,	गदरपुर	,,
30.	,,	खटीमा	,,
31.	,,	मुन्स्यारी	पिथौरागढ़

32.	,,	वलुआकौवा (धारचूला)	,,
33.	,,	लांगापोखरी	देहरादून
34.	,,	टी स्टेट अम्बाडी	देहरादून
35.	,,	ट्यूनी	देहरादून
36.	,,	जोशीमठ	चमोली
37.	,,	लखीमपुर खीरी	लखीमपुर खीरी

(स्त्रोत दिनांक 5-3-87 से 7-3-87 तक क्षेत्रीय शिक्षा संस्थान (पुरुष), लखनऊ में सम्पन्न संगोष्ठी में प्राप्त प्रश्नावली के आधार पर ।

परिशिष्ट—ऊ

उ. प्र. में आश्रम पद्धति विद्यालयों में पढ़ने वाले छात्रों के घर से दूरी

क्र. सं.	आ. प. वि. का नाम	वर्ष 1986-87 में प्रविष्ट छात्रों के घर की परिधि दूरी किमी. में											
		1 km.	2 km.	3-5 km.	6-10 km.	11-20 km.	21-30 km.	31-40 km.	41-50 km.	51-60 km.	61-100 km.	100 से ऊपर	योग कुल छात्र
1	रा. आ. प. वि., मऊ बांदा	—	—	—	3	66	6	3	—	—	—	—	78
2	,, प्रतापगढ़	—	—	—	—	—	37	23	—	—	—	—	60
3	,, रामपुर	—	—	—	—	—	—	4	—	—	19	222	245
4	,, गोंडा	—	—	—	—	—	28	60	60	—	—	—	148
5	,, पयागीपुर, सुलतानपुर	—	—	1	—	18	16	8	15	—	2	—	60
6	,, आर्यनगर, लखनऊ	2	4	20	20	6	10	10	10	10	20	95	207
7	,, चोपन मिर्जापुर	—	—	30	25	35	20	—	10	20	10	—	150
8	,, दुद्धी मिर्जापुर	—	—	20	30	—	25	20	30	20	30	—	175
9	,, सहारनपुर	—	—	—	10	20	15	15	10	8	88	9	175
10	,, घोरावल, मिर्जापुर	—	—	5	55	30	20	15	12	13	—	—	150
11	,, तिलोई	15	—	15	20	22	20	—	—	—	—	—	92
12	,, मोहम्मदाबाद, फर्रुखाबाद	—	—	—	—	—	14	7	—	—	19	54	94
13	,, तालबेहट, ललितपुर	—	—	4	8	35	10	—	—	—	—	—	57
14	,, बबेरु बांदा	25	3	—	15	19	—	—	—	—	—	—	62

(सत्र दिनांक 5-3-87 से 7-3-87 तक क्षेत्रीय शिक्षा संस्थान (पुरुष) निशातगंज, लखनऊ की संगोष्ठी में प्राप्त प्रश्नावली के आधार पर)

परिशिष्ट 'ए'

उत्तर प्रदेश में आश्रम पद्धति विद्यालयों का संक्षिप्त विवरण

1. राजकीय आश्रम पद्धति उच्चतर माध्यमिक विद्यालय, आर्यनगर सेटलमेण्ट, मोहान रोड, लखनऊ

स्थापना वर्ष 1962-63 में जिला मुख्यालय से लगभग 18 किमी. दूर स्थित है। पहुँचने के लिए चारबाग स्टेशन से राजाजीपुरम जाने वाली बस से जी. बी. पन्त पालीटेक्नीक के पास उतरना होता है। इस समय श्रीमती प्रेमकुमारी शुक्ला प्रायार्चा हैं। इसमें कुल 35 कमरे हैं जो विद्यालय के निजी हैं। पर्याप्त भूमि, भवन, खेल मैदान आदि की सुविधा है। पानी पीने हेतु विद्यालय का ट्यूबवेल एवं टैंक है। विभिन्न विमुक्त जनजातियों एवं अनुसूचित जातियों के कुल 207 छात्राऐ कक्षा 1 से 10 तक नामांकित हैं। जबकि छात्राओं की प्रवेश क्षमता 245 है। मुख्य जातियाँ चमार, पासी, धानुक भाँतू डोम, एवं हबूडा हैं जिनके बच्चे पढ़ते हैं। विद्यालय में खेल कूद, मनोरंजन आदि की उचित व्यवस्था है। विद्यालय का निजी टेलीविजन भी है। कुल 18 अध्यापिकाओं, मनोवैज्ञानिक सहित पर्याप्त हास्टल, कार्यालय एवं चतुर्थ श्रेणी कर्मचारी कार्यरत हैं। छात्रावास एवं अध्ययन कक्ष अलग-अलग हैं।

2. राजकीय आश्रम पद्धति विद्यालय, मऊ, बांदा

विद्यालय की स्थापना वर्ष 1982-83 में अनुसूचित जाति के गरीब एवं पिछड़े वर्ग के बच्चों को शैक्षिक सुविधा उपलब्ध कराने हेतु हुई। श्री कृष्णचन्द्र इस समय अधीक्षक पद पर तथा दो सहायक अध्यापक एक वरिष्ठ लिपिक, एक कनिष्ठ लिपिक, एक कम्पाउण्डर सहित तीन चतुर्थ श्रेणी कर्मचारी नियुक्त हैं। विद्यालय में सम्प्रति कक्षा 5 तक कुल 78 छात्र नामांकित हैं जो केवल कोल जाति के हैं।

विद्यालय जनपद बांदा से 126 किमी. दूर मऊ ब्लाक में स्थित है। विद्यालय भवन किराये का है जिसमें कुल 7 कमरे सम्मिलित हैं। पीने के पानी के लिए ट्यूबवेल एवं नल तथा प्रकाश के लिए पेट्रोमैक्स एवं विद्युत उपलब्ध है। खेल के मैदान के अभाव में केवल अन्तरंग खेलों की सामान्य व्यवस्था है। छात्रावास में ही बच्चे रहते एवं पढ़ते हैं।

3. राजकीय आश्रम पद्धति विद्यालय, प्रतापगढ़

विद्यालय की स्थापना वर्ष 1982-83 में केवल अनुसूचित जाति के पिछड़े वर्गों को शैक्षिक सुविधा उपलब्ध कराने के लिए हुई है। विद्यालय मोहल्ला विवेकनगर में किराये के भवन

में संचालित है। बस/रेलवे स्टेशन प्रतापगढ़ से कुल दूरी लगभग 1 किमी. है। श्री नत्थीलाल, अधीक्षक सहित इस समय दो अध्यापक, दो क्लर्क, एवं तीन चतुर्थ श्रेणी कर्मचारी कार्यरत हैं। भवन किराये का है तथा स्थानाभाव के कारण छात्रावास में ही अध्यापन कार्य किया जाता है। विद्यालय में केवल कक्षा 1-2 तक के लिए ही स्वीकृत है, परन्तु जनहित में स्वीकृत क्षमता एवं उपलब्ध सुविधा के अन्तर्गत करता पाँच तक शिक्षण कार्य किया जा रहा है। इस समय कुल 60 पासी जाति के बच्चे नामांकित है। खेल मैदान का अभाव है, अन्तरंग खेलों की व्यवस्था है। विद्यालय में टेलीविजन भी है जिससे छात्रों का मनोरंजन एवं ज्ञानवर्धन होता है।

4. राजकीय आश्रम पद्धति उच्चतर माध्यमिक विद्यालय, रामपुर

विद्यालय की स्थापना वर्ष 1961 में हुई थी, और इस समय विमुक्त जाति एवं अनुसूचित जाति के कुल 245 छात्रों को कक्षा 1 से 10 तक शिक्षा दी जा रही है। पढ़ने वाले छात्रों में मुख्यतया पासी, हबूड़ा, भाँतू, सासिया, चमार, बर्मी, नट, मल्लाह, पनिका, गौड़, गूजर, बावरिया, कौल, थारू, चेरों और खरवार मुख्य हैं। विद्यालय के कुल 50 कमरे हैं जो निजी हैं। शिक्षण एवं छात्रावास की व्यवस्था अलग-अलग है। वर्तमान में प्रधानाचार्य का पद रिक्त हैं। कुल 23 अध्यापक एवं 21 अन्य कर्मचारी कार्यरत हैं। खेलकूद की पर्याप्त सुविधा है। विद्यालय में व्यायाम शिक्षक, संगीत शिक्षक, मनोवैज्ञानिक आदि का पद है। लगभग $11\frac{1}{2}$ एकड़ संलग्न भूमि भी उपलब्ध है। पानी पीने के लिए हैण्ड पम्प एवं विधालय का ट्यूबवेल है। प्रकाश के लिए बिजली उपलब्ध है।

5. राजकीय आश्रम पद्धति विद्यालय, गोण्डा

विद्यालय की स्थापना वर्ष 1966 में हुई थी। जिला मुख्यालय में ही कचहरी के बगल में स्थित है। अधीक्षक (श्री बाबूराम पाठक) 11 शिक्षक, 1 मनोवैज्ञानिक, सहित कुल 31 कर्मचारी नियुक्त हैं। बरवार, पासी, खटीक एवं मल्लाह जाति के कुल 148 बच्चे इस समय नामांकित हैं। विद्यालय भवन निजी है जबकि छात्रावास किराये पर लिया गया है। कुल बड़े छोटे 14 कमरे उपलब्ध हैं। इसके अतिरिक्त एक एकड़ भूमि संलग्न है। हैण्ड पम्प एवं नल द्वारा पीने के पानी की सुविधा है। प्रकाश के लिए विद्युत एवं पेट्रोमेक्स हैं, विद्यालय में खेलकूद की सामान्य सुविधा उपलब्ध है।

6. राजकीय आश्रम पद्धति विद्यालल, चोपन, मिर्जापुर

विद्यालय की स्थापना वर्ष 1980 में विमुक्त जाति के बच्चों को कक्षा 1-2 तक शिक्षण सुविधा उपलब्ध कराने के लिए हुआ है। जिला मुख्यालय से 116 किमी. पर यह विद्यालय चोपन विकास खण्ड में स्थित है। अधीक्षक श्री राम जियाव नमिश्र, सहित 3 अध्यापक, 2 लिपिक, 1

गृहमाता एवं चतुर्थ श्रेणी कर्मचारी कार्यरत हैं। विद्यालय किराये के भवन में संचालित है जिसमें कुल 15 कमरे हैं। विद्यालय से संलग्न लगभग 1 एकड़ भूमि उपलब्ध है। पीने के पानी के लिए सार्वजनिक नल है। प्रकाश व्यवस्था के लिए बिजली है। वर्तमान में गोंड, खरवार, पनिका, चेरो भूइयाँ जाति के कुल 150 छात्र कक्षा एक से पाँच तक शिक्षा प्राप्त करने हेतु नामांकित हैं। विद्यालय में खेलकूद की व्यवस्था है। छात्रावास में ही शिक्षण कार्य भी होता है।

7. राजकीय आश्रम पद्धति विद्यालय, दुद्धी, मिर्जापुर

विद्यालय की स्थापना वर्ष 1964 में अनु. जाति के बच्चों को कक्षा 1 से 8 तक शैक्षिक सुविधा उपलब्ध कराने हेतु हुई। जनपदीय मुख्यालय मिर्जापुर से विद्यालय 151 किमी. दूरी पर तहसील एवं विकास खण्ड मुख्यालय दुद्धी में स्थित है। विद्यालय का निजी एवं किराये का भी भवन उपलब्ध है जिसमें कुल 46 कमरे निहित हैं। विद्यालय की लगभग 4 एकड़ भूमि भी है। केवल कक्षा 5 तक के छात्रों के लिए अलग से अध्ययन कक्ष की व्यवस्था है। पानी पीने के लिए एक कुआँ है, प्रकाश व्यवस्था के लिए लालटेन है। इस समय गोंड, खरवार, पठारी, पनिका, चेरों, भुइयाँ, अगरियाँ, कोल जाति के कुल 175 छात्र नामांकित हैं। विद्यालय में खेलकून की व्यवस्था है।

8. आश्रम रीति विद्यालय, सहारनपुर

यह विद्यालय स्वैच्छिक संगठन द्वारा संचालित एवं निदेशालय हरिजन एवं समाज कल्याण, उ. प्र., लखनऊ द्वारा वित्त पोषित है। विद्यालय की स्थापना वर्ष 1961 में विमुक्त जाति के बच्चों को कक्षा 1 से 8 तक शिक्षा सुविधा उपलब्ध कराने हेतु की गयी। विद्यालय भवन किराये पर चल रहा है जिसमें कुल 25 कमरे हैं। लगभग 1 एकड़ संलग्न भूमि भी है अध्ययन कक्ष एवं छात्रावास की व्यवस्था अलग अलग है। परन्तु अलग से भोजन कक्ष नहीं है। विद्यालय में पर्याप्त शौचालय व्यवस्था नहीं है। पानी के लिए हैण्डपम्प एवं टैंक हैं। विद्यालय में बिजली है। इस समय बाँवरिया, सासियाँ, गुर्जर, तगा भाट एवं नट जाति के कुल 175 छात्र नामांकित हैं। विद्यालय में टेलीविजन है जिससे छात्रों का मनोरंजन एवं ज्ञानवर्धन होता है। चिल्ड्रेन पार्क एवं खेलकूद की उपयुक्त व्यवस्था है।

9. राजकीय आश्रम पद्धति विद्यालय, घोरावल, मिर्जापुर

विद्यालय की स्थापना वर्ष 1976-77 में कोल जाति के बच्चों को 1 से 5 तक शिक्षा देने के लिए की गयी थी। विद्यालय जनपदीय मुख्यालय, मिर्जापुर से 52 किलो. दूर खरूआव (घोरावल) विकास खण्ड में स्थित है। विद्यालय किराये के भवन में संचालित जिसमें कुल 10 कमरे है। विद्यालय का निजी भवन निर्माणाधीन है। इस समय छात्रावास एवं अध्ययन कक्ष की व्यवस्था

अलग अलग नहीं है। पानी पीने के लिए यूनिसेफ का नल लगा है। प्रकाश व्यवस्था के बिजली एवं पेट्रोमैक्स से की जाती है। कोल जाति के 150 छात्र इस समय नामांकित हैं। विद्यालय में मनोरंजन की व्यवस्था नहीं है। विद्यालय भवन से संलग्न लगभग 3 एकड़ भूमि है तथा खेलकूद की उपयुक्त व्यवस्था है।

10. राजकीय आश्रम पद्धति विद्यालय, तिलोई, रायबरेली

विद्यालय की स्थापना वर्ष 1983-84 में अनुसूचित जाति के विशेष पिछड़े वर्गों के छात्रों को कक्षा 1 से 2 तक शैक्षिक सुविधा उपलब्ध कराने हेतु हुई थी। विद्यालय जनपदीय मुख्यालय रायबरेली से 49 किमी. दूर विकास खण्ड तिलोई में स्थित है। विद्यालय भवन किराये का है जिसमें कुल 12 कमरे हैं। विद्यालय से संलग्न भूमि का अभाव है। पीने के पानी की व्यवस्था एक कुये और हैण्डपम्प से होती है। प्रकाश व्यवस्था के लिए लालटेन एवं बिजली उपलब्ध है। इस समय पासी, चमार एवं कोरी जाति के कुल 92 छात्र नामांकित हैं। विद्यालय में शौचालय की व्यवस्था नहीं है। खेलकूद की सामान्य व्यवस्था उपलब्ध है।

11. राजकीय आश्रम पद्धति विद्यालय, मोहम्मदाबाद, फर्रुखाबाद

विद्यालय की स्थापना वर्ष 1962 में विमुक्त जाति के बच्चों को कक्षा 1 से 8 तक शिक्षा देने के लिए की गयी थी। जनपदीय मुख्यालय (फर्रुखाबाद के स्थान पर फतहगढ़) से विद्यालय 21 किमी. दूर ब्लाक मुख्यालय मोहम्मदाबाद में स्थित है। विद्यालय में अधीक्षक, मनोवैज्ञानिक, सहायक अधीक्षक, 10 अध्यापक, गृहमाता, कम्पाउण्डर, लिपिक वर्ग सहित 14 चतुर्थ श्रेणी कर्मचारी नियुक्त हैं।

विद्यालय का निजी भवन है जिसमें कुल 30 कमरे हैं। लगभग 4½ एकड़ संलग्न भूमि है। विद्यालय में अध्ययन कक्ष, छात्रावास एवं भोजन कक्ष की अलग-अलग व्यवस्था है। पीने के पानी के लिए हैण्डपम्प एवं ट्यूबवेल है जबकि प्रकाश व्यवस्था के लिए गैस, लालटेन एवं बिजली है। इस समय मल्लाह, नट, भाँतू, हबूडा, बेड़िया एवं चमार जाति के कुल 94 छात्र नामांकित हैं। विद्यालय का टेलीविजन है जो बच्चों के ज्ञानार्जन एवं मनोरंजन में सहायक है। बहिरंग एवं अंतरंग खेलों की पर्याप्त व्यवस्था है।

12. राजकीय आश्रम पद्धति विद्यालय, तालबेहट, ललितपुर

विद्यालय की स्थापना वर्ष 1979 में सहरिया जाति के छात्रों को कक्षा 1-4 तक शिक्षण सुविधा उपलब्ध कराने हेतु की गयी। विद्यालय जनपदीय मुख्यालय ललितपुर से 45 किमी. दूर

विकास खण्ड मुख्यालय ताल बेहट में स्थित हैं। विद्यालय भवन किराये पर लिया गया है। जिसमें कुल 14 कमरे हैं। छात्रावास एवं अध्ययन कक्ष अलग-अलग न होकर साथ-साथ है विद्यालय में पर्याप्त शौचालय की सुविधा उपलब्ध हैं। पानी की आपूर्ति हेतु कुआ एवं वाटर सप्लाई है। विद्यालय में बिजली उपलब्ध है। इस समय सहरिया जाति के कुल 52 छात्र नामांकित हैं। बच्चों के मनोरंजन के हेतु रेडियो, एवं रिकार्ड प्लेयर उपलब्ध हैं। विद्यालय में खेलकूद की सामान्य व्यवस्था है।

13. राजकीय आश्रम पद्धति विद्यालय, बबेरू, बांदा

विद्यालय की स्थापना वर्ष 1983-84 में अनुसूचित जाति के पिछड़े वर्गों के बच्चों को शैक्षिक सुविधा उपलब्ध कराने हेतु की गयी थी। विद्यालय जनपदीय मुख्यालय बाँदा से 42 किमी. दूर विकासखण्ड मुख्यालय बबेरू में अवस्थित है। विद्यालय भवन की व्यवस्था किराये पर की गयी है। इससे संलग्न भूमि उपलब्ध नहीं है। विद्यालय में कुल 16 कमरे हैं। अतएव स्थानाभाव में छात्रावास एवं अध्ययन कक्ष की व्यवस्था अलग-अलग न होकर साथ ही की जाती है। छात्रों के लिए अलग से भोजन कक्ष नहीं है। साथ ही शौचालय की पर्याप्त व्यवस्था नहीं है। पीने के पानी की व्यवस्था हेतु प्राँगण में एक हैण्डपम्प है। पेट्रोमेक्स एवं लालटेन से प्रकाश व्यवस्था की जाती है। इस समय चमार, कोरी एवं धोबी जाति के कुल 86 छात्र नामांकित हैं। मनोरंजन की सुविधा का अभाव है। खेलकूद की सामान्य व्यवस्था है।

hensive evidence that counseling methods can aid students to earn higher grades and become more happily adjusted in their college careers These studies are the first and, as far as I know, the only ones in which matched groups of counseled and non-counseled students were compared

Not to be overlooked among the contributions of the Minnesota group was Darley's attempt (6) to clarify the counseling uses of the Strong Vocational Interest Test. He provided more concrete description given to the most effective methods of test interpretation in the interview than had hitherto been available In general, the major aspect of the Minnesota contribution to interview techniques was the attention given to the most effective methods of test interpretation in the interview process. Careful thought was given to the problems of translating test results for the client in a manner most useful to him. The Minnesota men recognized that information from tests cannot be transmitted to a client as readily as a physician injects vaccine.

Working as they did with persons in late adolescence whose problems would most probably be vocational or educational in nature, Williamson, Paterson, and Darley, as well as others like Jones, Allen, and Strang, naturally concentrated their thinking on problems of vocational counseling On the other hand, the discoveries in the area of measurements were leading psychologists to undertake the treatment of individuals in earlier adolescence and childhood At these stages the attention of the therapist is focused more on the individual's expressions of resentment against parental or other sources of authority, his feelings of helplessness and despair at reconciling the demands of the world with his own desires, and his feelings of guilt at not being able to conform. It was with respect to these problems that the contributions of Freud, Adler, Jung, Rank, and others began to take effect upon counseling

These influences had already operated on the thinking of a number of the contributors in the counseling field, for example, evidences of them can be found in the writings of Williamson and Strang However, a little less than ten years ago, with Rogers' appointment to a professorship of psychology at Ohio State University, the full force of these ideas was injected into the field of counseling. Having had years of experience in the Rochester Child Guidance Clinic and contacts with other workers concerned with the individual's developing motivations and his subtle and complex modes of meeting them, Rogers was ready to press aggressively into the picture with a trend of thought which, while perhaps making many counselors fighting mad, has also generated much positive growth. To summarize Rogers' contribution

(13) briefly, one can point to two things: (1) his presentation of a systematic theory of interview processes, and (2) his emphasis on the exact reproduction of the interview process Of course, he was not alone in this latter emphasis, for Williamson (27) had earlier called attention to the incompleteness and inadequacy of descriptions of diagnostic and treatment techniques. But Rogers was the one who stimulated the development of answers to this problem through the recording of interviews

Under his tutelage, Porter (10, 11) developed a scale for differentiating interview methods and demonstrated that such systematic characterizations of interview methods can be made with an acceptable degree of reliability. Another important advance was contributed by Raimy (12), who provided a theoretical structure for thinking about the changes in the client which may be assumed to result from the therapeutic process. Raimy suggested that the client could be expected to start with a preponderance of expressions of negative attitudes toward himself and his situation. With successful therapy, he will progress toward the expression of an ambivalent attitude and finally to preponderantly positive expressions about himself and his situation.

Building on the contributions of the others, Snyder (14) provided an important part of the prototype for the definitive studies of counseling which we may expect in the future. He developed a method whereby the relationships between clients' expressions and counselors' responses can be analyzed. One may question some of his interpretations of his data,* but nonetheless I believe his study was a methodological step forward toward the application of scientific methods to research problems in counseling. In addition to these contributions to research methodology, Rogers and his students have produced a number of complete transcriptions of interview processes, in themselves of major significance for research One important compilation of these is a collection, edited by Snyder (15), of cases handled by the method of non-directive counseling.

In recent years Thorne has become an important contributor to the development of interview techniques As I have said, he operates from a combination of medical and psychological training. From this background and with an eclectic approach, he has provided a critical analysis of the non-directive trend of thought (17) In addition, he has contributed a number of systematic interpretations of specific counseling techniques. The use of procedures designed to reassure the

* Snyder concluded that client insight and planning responses follow more frequently after simple acceptance or clarifying counselor responses than after directive counselor responses However, the data he presents point to exactly the opposite interpretation.

client is one of the interview processes explored by him or by others influenced by him. His advocacy of the use of reassurance places him in definite disagreement with Rogers on this issue. Andrews (2), associated with Thorne, has worked out a rationale for different types of reassurance with specific illustrations of how and when they might be used Thorne has also explored and rationalized the area of information giving (19) He has pointed to the therapeutic value of information and to the conditions under which it has that effect. His, too, is the suggestion that taking a case history has therapeutic as well as diagnostic value (18).

NEW TRENDS

This is a particularly good time to review the developments in interviewing techniques, because I believe we are on the verge of a new stage in their development The preceding period is one marked by the expansion of our views as to what the counseling process can encompass and the development of many new challenging analyses of that process. These diverse views of the counseling process are becoming clear in their implications I believe we are now ready to replace ideological warfare with an integration of concepts.

Our experiences in working with veterans, either under the auspices of the Veterans Administration Advisement Program or in colleges or other types of agencies, have highlighted the need to combine application of measurement and job analysis techniques with techniques for handling motivations and attitudes in working with the same individuals on the same adjustment problems. In other words, the types of problems we are now facing and our own increasing understanding of the counseling process are slowly but surely pushing us toward a view of the counseling process as more than either helping people to make vocational choices or helping them to accept and integrate their conflicting desires I believe we will gradually slough off artificial distinctions between vocational and personal counseling We shall see that all vocational counseling is personal counseling and vice versa. We shall find that the adequately trained counselor must be prepared to deal both with tests and job analysis information and with attitudes as part of the interview process.

As this trend develops more fully, I think we shall see more of the kind of contribution Thorne has made in the area of thinking about reassurance or about giving information. We shall see more of these systematized presentations of specific interview procedures, accompanied by hypotheses as to the types of condition in which they will be useful and those in which they would not be useful Already there

are examples beyond those provided by Thorne. Pepinsky (9) has given us a description of the way in which the counselor may make use of spontaneous materials such as a lithograph on the wall, as a means for stimulating the client's efforts to achieve greater insight. Berdie (3) has provided an instrument, with suggestions for its use, which is designed to aid students to enter the interview process in a somewhat more advanced stage of thinking about their problems. Bordin and Bixler (5) have suggested methods of client-participation in selection of tests, methods designed to stimulate clients to a more active role in seeking solutions to their problems, to maximize their motivation while taking tests, and to prepare them for acceptance of the results

All these contributions provide a basis for studies of interviewing techniques at a more advanced level of analysis. In this I am looking ahead of studies not yet carried out but already foreshadowed, which will compare one type of total counseling process with another. Rogers and his group at Chicago are already beginning to make some efforts in this direction by comparing the effectiveness of Rogers' system of counseling with that of other systems. It is gratifying to note that they are beginning to give more attention to the use of follow-up materials than was true in their earlier studies But beyond this level I foresee studies which will deal with segments rather than with the whole interview process, for it is unlikely that one method or one statement of method will be the whole answer for all situations. In an earlier publication (4) I have provided one explicit set of hypotheses calling for studies of the differential effectiveness of various interview methods In that paper I suggested a number of different classifications of the psychological problems of clients and postulated which treatments would be maximally effective with each type of problem

SUMMARY

To summarize, counseling in its early years of development was thought of as an art It was also considered to be dependent upon the intuition that each counselor developed with experience, an intuition that could not be conveyed to others From that position counseling is moving at an accelerated pace toward the status of an applied science with objectively established principles, with concretely described operations, and with predictable results. More and more we have become aware of people's needs for this kind of help, and this developing field of applied science is meeting an ever-increasing demand. Only by matching the zeal of such pioneers as Parsons, Paterson, Williamson, and Rogers – only one of whom has completed his pioneering job – can we bring this promise for the future to a state of reality.

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Understanding Diagnostically and Understanding Therapeutically

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THE topic assigned to me for discussion asks, What are the developments in interviewing techniques which further our understanding of the student, his needs, and his capabilities? Before getting into the material I wish to present, it is necessary to make a distinction between understanding students for purposes of *predicting* their likely performance and understanding students for purposes of helping them to *beat or better* their predicted performance.

Let us first consider the matter of understanding the student for purposes of prediction Why are we concerned with prediction? Simply because we must select from among those who present themselves for higher education those students through whom the university can make its greatest return to the state to which it owes its support. What means have been developed to meet these predictive needs? Aptitude tests, intelligence tests, personality tests, achievement tests, proficiency measures, diagnostic tests—all are examples of the means we use. Another example is the interview as used by an interviewer intent upon observing aspects of a student's behavior which have significance or value in predicting his later performance.

With the fact that prediction is necessary to the university there can be no quarrel There are two grave problems, however, which we must meet as we go on to make our predictions more and more accurate in order to select better those more apt to succeed. The first prob-

lem arises out of the criteria of success we have chosen against which to validate our predictive measures. When we have chosen success in class achievement as our criterion and then have tried to improve the accuracy of our predictions, we find we have been working toward the maintenance of the status quo Just how far the effects can spread is evidenced when secondary schools begin to train specifically for the predictive instrument used by colleges and for specific college course contents, even using at times the same texts. Another evidence of this self-perpetuating capacity is in the attitude of the instructor who feels he must find passing quality in the work of the student with a high prediction score. The problem lies in knowing when, where, and how to get the most from predictive procedures without running the danger of establishing a twentieth-century scientifically bolstered scholasticism

The second problem we must meet in our endeavors to increase prediction efficiency is strictly a mathematical problem, one that has been recognized for years. As predictive instruments become more proficient and more of the misfits are eliminated from the selected group against which the instruments are revalidated, subsequent discrimination becomes more difficult. At this point a period of diminishing returns sets in Each dollar invested in trying to improve the chosen instruments saves proportionately less for the university The problem here is to know when to quit trying to improve the discriminating accuracy of the predictive instrument

These two problems are very real difficulties. They are technological problems which arise when we try to understand the student for purposes of predicting his future performance.

Let us now consider the matter of understanding students for purposes of helping them *beat or better* their probable performance. Here are the problems which arise in dealing with the student once he has been selected. Our fundamental task of rendering the greatest return to the state has not been wholly solved through selection, but at this point the essential task changes. It now presents itself, not as who is most likely to succeed, but as how can this person be helped to do better than his predicted performance or at least hold up to his predicted performance.

Historically, how have we gone about meeting this latter challenge? Our methods seem to have arisen out of the form in which students have presented their problems, for example: "For what vocation am I best fitted?" or "How can I do better in school?" In trying to answer these questions we have attempted to modify and adapt our predictive procedures and to combine them with age-old modes of interpersonal relationships such as moralization, support, and interpretation. Put in

another way, we have presumed that the problems involved in helping the student to beat the predictions are essentially smaller, more specialized prediction and training problems We have developed a number of areas for specific help for specific problems For example, we devise tests to indicate the curriculum in which the student is most apt to succeed, then we administer the tests and present the evidence to the student. If he is doing poorly in his studies, we measure him to find whether he lacks specific skills or knowledges in which he can be trained. If the problem is an emotional one, we send him to the psychotherapist, psychiatrist, or analyst.

That these methods of meeting the problem are of real help to students seems quite clear The literature bears testimony of the extension of these principles to many phases of student life dormitory and fraternity life, special rehabilitation problems, personal financial problems, marriage problems, problems of discipline (16). This wide extension is evidence that problems are being recognized as existing in many areas and that these problems are avenues through which the university can be of material aid to students

It seems quite clear that extensive efforts have been made to bring specific problem-solving services to students at their specific points of need. There has not, however, been an equally extensive effort to give the student a service of a more basic type I refer here to the type of service rendered by the psychotherapist, whose efforts are directed toward assisting a person to achieve a greater degree of personal integration or maturity regardless of the problem he may be facing at the moment.

Every therapist has learned to have a profound respect for the power of the relationship between his client and himself to effect changes in the client's behavior And every therapist has learned that practically every activity in which a person engages is, *to the person*, a problem in integration But training in how to create and maintain more effective relationships with people so that contacts may be therapeutic or integration-facilitating is in no sense the private property of any one service group. It seems to me that such training should be extended to all people who are engaged in helping others through personal contacts And it strikes me that it is the obligation of the university to exploit these opportunities for helping the student to help himself.

I would like at this point to draw our attention to four basic notions which have been materially influenced by contributions from several different areas of human endeavor. Mayo (11) and Roethlisberger and Dickson (12) in economics, Cantor (4, 5) in sociology; Alexander and French (1) and Horney (7) in psychoanalytic therapy, Allen

(2) and Axline (3) in therapy with children; Rogers (13) and Rogers and Wallen (14) in non-directive therapy, Tolman (15), Krech (8) and Leeper (9, 10) in theoretical psychology; and Goldstein (6) in biology. All have contributed to these notions: (1) the person operates as a total organism; (2) the person possesses capacities for integration, (3) these integrative processes are orderly; and (4) these integrative processes can be influenced.

The problem we face, then, is the problem of how we may more effectively facilitate the integration of those we wish to help We have already looked at one avenue in use helping the person to achieve integration by steering him through his problem areas—teaching him to meet problems by an apprenticeship, as it were We are helping him in another way, too, but in a manner which I feel is still haphazard because we have not yet learned to see clearly what we are doing and hence cannot capitalize on the method. It is to this possible new avenue that I wish to devote the remainder of this paper.

I believe it is worth noting that some of our most effective personality diagnostic instruments, such as the Minnesota Multiphasic, in large part operationally define maladjustment or lack of integration as the presence of negative and unrealistic attitudes toward self and others. Such instruments make no clear-cut implications as to the nature of normality or of more adequate integration. It is not clear whether better integration means the absence of unrealistic negative attitudes toward self and others or is the presence of positive and realistic attitudes toward self and others I would favor the latter notion.

To the extent that better integration *is* a function of more realistic, more positive, more constructive attitudes toward self and others, it is my conviction that one of the key factors in facilitating integration is what the person is taught to feel by the way in which others act toward him.

Here are some of the feelings about self that we might all agree upon as desirable competence, worthwhileness, independence, equality, security The person who feels secure does not tend to perceive threats where threats do not exist, where they do exist, he tends to adapt his response so as to suffer the least damage The person who feels worthwhile tends to be less preoccupied with his own difficulties and to have energies available that can be directed toward helping others. The person who feels independent and competent tends to go ahead with a job to the best of his capacities rather than wait to be told or directed and rather than find the fault for his inadequacies in the situation or in others The person who feels humanly equal to others tends more to under-

stand others, to accept others without feeling the need to make them over in his own image, and to accept himself and his own limitations.

I would contend that many of the ways in which we may act toward another person are loaded with implications to him of what we feel about him and that he very often learns the lessons of these implications. The student comes to the university and is presented with a host of situations which demand greater maturity of behavior. That the university expects this behavior is a direct implication that the student "has it in him," that he is capable, competent, and able to operate more independently than before. These lessons are inherent in the impersonal situation of the university, but what about the personal contacts? Can they be utilized with consistency to teach further constructive attitudes? I believe they can

Let us take for illustrative purposes a student who comes to a counselor to complain that he feels shy and socially inadequate We have available for him a number of social activities from which he might well profit, in which he may learn to enjoy himself in social situations We know full well that the chance is slight of his learning much from just being physically present on the campus. Essential to his learning is how he feels about the situation. Should he feel that this effort, like all his previous efforts, is doomed to failure, we can be relatively certain that he will experience failure again On the other hand, if he feels that this represents a new and favorable opportunity, that it may *not* work but yet it *may*, that he is capable of capitalizing on it by really working at it, then it is more likely that he will be able to draw success from the experience.

The very fact that the university has provided such facilities has set forth the attitudinal lessons. "We are interested in your welfare; you are a worthwhile person." "You need not feel guilty and ashamed because social situations are a problem to you" "The situation is not beyond your capabilities, you do have capacities to master the situation." The task before us is to so conduct ourselves as to heighten the likelihood that the student will learn these constructive attitudinal lessons which increase the chances of his success.

We can best do this by conducting ourselves in such ways as to imply further that the student is worthwhile, competent, capable, and mature enough to take responsible steps. From what we know now these implications are most effectively made in two ways: (1) by striving to understand the situation as the student sees it; and (2) by not making conflicting or contrary implications Let us discuss these further.

First, how can an attempt to understand how the student sees things,

how he feels about them, how they strike him, imply to the student that he is worthwhile, competent, capable, and mature? When we respond by verbally understanding the student in *his* terms we. (1) demonstrate an appreciation of what he means, (2) act out certain implications about him, and (3) refrain from acting out certain other implications about him. We imply that it is unnecessary for us to take over and direct the contact, that he is capable of accepting responsibility for himself. We imply that it is unnecessary for us to point out better ways of behaving, unnecessary to advise him; that his own judgments are worthwhile judgments We imply that it is unnecessary for him to present himself to us in the best light, to defend himself, that he is free to express his feelings without fear of judgment being passed upon him, that we are his equals and not his judges

When we look at what might be achieved by conducting ourselves in an understanding, integration-facilitating way, doing so would seem to be of real value to the student The task, however, is not easy – not only because of the sheer difficulty in disciplining ourselves consistently to try to understand another person, but also because we so often hold attitudes within ourselves that prompt us to respond quite differently. Sometimes, as in the illustrative case of the socially shy and inadequate student, it seems so obvious that the student's problem can be solved by direct practice that we conduct ourselves in such a way as to try to influence him to seek the opportunity voluntarily And we stress *voluntarily* because we so clearly recognize the inadequacy of coercion as a motivating device To the extent that we perceive problem solutions as obvious and marshal *our own* resources in sponsoring the solution, to that extent we by-pass the opportunity to help the student learn to marshal *his own* resources in achieving a solution, we by-pass an opportunity to facilitate (on the spot) the integration of the student, to make of himself a person more capable and more likely to beat his prediction coefficient

As our thinking turns more and more to the integrative processes of the individual and how these processes can be influenced directly, we are coming to grips with the dynamics of learning in a most vital way Much of our thinking must be checked against the thinking of the experimental theorist working on problems of learning and perception. To illustrate specifically the type of thing to which I refer, let me state two questions which the experimental theoreticians must answer before we can properly evaluate the learning of attitudes toward self. The first question is What are the laws that govern the acquisition of responses to relationships which are available to perception only by implication, such as the attitudinal lessons discussed in this

paper? The second question is: What are the laws that govern the non-acquisition of responses to such implied relationships? We must know, too, why these lessons are at times not learned.

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Counseling Points of View, Non-Directive and Others

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IN recent years there has been a marked intensification in controversies about counseling methods. The words *directive* and *non-directive*, *counselor centered* and *client centered*, have been tossed about with considerable abandon. It appears to me that an important contributing factor to this controversy has been confusion in what we mean by counseling, a confusion that has resulted in artificial distinctions. One party of the controversy is likely to say "you're talking about vocational guidance", another is going to reconcile divergent points of view by making distinctions between vocational and personal counseling; still another talks about distinctions between counseling and psychotherapy or between vocational counseling and short-term psychoanalytic treatment.

Somehow I find it neither credible nor fruitful to conceive of individuals as having vocational problems which are not at the same time personal problems or vice versa. I find it hard to reconcile such distinctions with our growing awareness of the dynamic organization of human attitudes and motives I find it hard to reconcile these distinctions with specific instances such as I encountered recently in talking to a student veteran about his vocational plans. For two interviews we went through a process familiar to those who think of their job as vocational counseling The student took tests; we discussed test results and their significance for various vocational alternatives, we discussed general information about the jobs involved At the end of two interviews we had reviewed all the surface aspects of the decision facing him and were beginning to dig a little deeper into the attitudes that might be the final determinants of his vocational choice. No sooner had we started on this process than our discussion took an entirely new turn. In talking about some of his vocational motivations he was directly led to expressions of some of his attitudes toward his life goal, and this in turn led him to discuss factors that had influenced these attitudes.

The central factor, the one which was apparently placing the largest obstacle in the way of his clarity of vision, was the problem of his parents'

adjustment to each other and his adjustment to them. His pent-up feelings came out in a flood. He poured out his hatred toward his mother and his desire to get away from her. Yet he also identified with his father and felt the need to stand by him.

We went on for four more hour-interviews, exploring the ramifications of these feelings. He analyzed and re-analyzed his parents' relationship to each other and what position he could take on the matter This problem had been puzzling him for a number of years The direction he took in solving this difficulty would have an important influence on the direction he took with other problems It involved such things as where he wanted to work, whether he wanted to get married, and whether he could ever have a feeling of security about himself. Eventually he came to a resolution of this central problem and turned once more to the question of vocational choice, this time dispatching it with decisiveness and reality.

I do not imply by this illustration that this man solved his vocational problem simply by solving his personal problem. In fact I wish to convey the opposite. I wish to point out that these two problems were aspects of one adjustment situation, and that self-knowledge obtained through tests and discussions about job characteristics and self-knowledge obtained through clarification and exploration of his attitudes toward his parents and their relationship to his life goal were both necessary for the resolution of his problem.

I believe we are ready to do away with some of these artificial distinctions between counseling situations. For purposes of clarity I believe we should make the distinction between interview-therapy and environment-therapy and we should use the term *counseling* to apply to interview-therapy. I suggest that we define counseling as an interview relationship between two persons in which one person accepts the responsibility for defining the nature of that relationship and its process with the expectation that it will lead to increased happiness for the other person.

To further define the counseling situation, we can set limitations confining ourselves to processes which can be appropriately carried on independent of medical auspices and to processes in which the client is always free to call a halt. This latter limitation is suggested to exclude situations involving hypnosis or other forms of control. Thus I am suggesting two types of limitations on counseling, those inherent in the method and those inherent in the counselor. By limitations inherent in the method, I mean to imply that it is appropriate to handle all problems through counseling which are remediable by interview methods. By limitations within the counselor I mean to imply an ethical

limit Every practitioner has the responsibility for working within his own limitations and for referring clients whose problems are beyond his capabilities.

ISSUES IN COUNSELING

With this introduction I would like to describe a framework for considering counseling points of view which I have introduced elsewhere * This discussion represents an attempt to clarify the issues inherent in controversies over counseling methodology. It is an attempt to be descriptive rather than argumentative, an attempt to force the controversy into a framework for experimental verification rather than for persuasive oratory.

We start by asking ourselves, What are the most significant ways in which counseling methods vary? My answer is that one way in which they vary is in the amount of responsibility accepted by the client for the solution of his problem.

Division of responsibility, then, is one of the issues in counseling methodology. I am not referring simply to counselors' opinions of how much responsibility should be given to the client but to the actual effect of counseling methods on the amount of responsibility he is given. I refer to the degree to which the client is permitted to attack his problem on his own terms and to choose his own directions in grappling with the problem

Let me illustrate by specific counselor responses to client behavior As the counselor's opening lead, "Would you like to tell me what you had on your mind in coming in to see me?" gives more responsibility to the client than the opening lead, "I understand that you were referred by Mr. Blank," or "I understand that you came into the Center asking about taking some tests." Counselor responses that follow the client's trend of thought or, when he seems to "run down," suggest to him topics he may find it helpful to discuss, allow for more client responsibility than those that take responsibility for discussion of a particular topic even to the point of delimiting it, such as "Did you get along well in the service?" or "What was your service assignment?"

I believe there is no need to elaborate further on the issue of responsibility in the interview process. The general effect of much of the controversy between non-directivists and directivists (or non-nondirectivists, as some of the latter prefer to be called) has focused undue attention on this particular characteristic of the counseling process. In fact, it is not uncommon for counselors superficially acquainted with these

* In a paper entitled "Dimensions of the Counseling Process," at the 1947 annual meeting of the Western Psychological Association, San Diego, California

ideas to speak of non-directive counseling as synonymous with a process of "not telling the client what to do"

A second issue in counseling is the degree of sensitivity in the counselor's responses to the client's attitudes and feelings. Much discussion of counseling, particularly that dealing with the use of tests, emphasizes the assumption that the primary technique in counseling is the transmission of information to the client. These discussions appear to assume that the client's psychological problems are solved primarily by giving him information about himself on the basis of test results, information about his environment, or information about psychological facts and principles. Such discussions are likely to minimize the importance of such factors as motivated ignorance, resistance to interpretation, repression, disguise of motives, and many of the other motivational dynamisms that psychology has inherited from the Freudians and has recently begun to elaborate. The transcripts of interviews by such counselors will show considerable response to the content of the client's remarks but relatively little response to the attitudes expressed in the discussion of this content

For example, a client, after telling a counselor that he is an excellent student of physics and has for a long time planned to enter the field of physics, says, "Yet I find that I want to spend a lot of time in social activities I'm always taking the lead in some group I am active in the young people's group in my church, and for some reason I'm always getting myself involved in other types of social responsibilities in groups. I hate to admit it, but it seems as if I'm always sacrificing time in physics for these social activities." The counselor responding primarily to content is likely to say, "In spite of your interest in physics, you also spend a lot of time in social activities," whereas the counselor responding primarily to attitudes is likely to say, "You feel rather apologetic about spending so much time away from your school work." We need not assume, however, that the counselor who is responsive to the client's attitudes will necessarily show this responsiveness at the time the attitude is expressed. He may respond initially and primarily to the content of the client's expression and later on direct attention to the fact that the client has a number of different attitudes on the one subject.

The third issue in interview methodology is related to the second issue as the branch is related to the trunk of a tree. The second issue we might call the issue of attitude versus content. The third issue involves what we do about attitude if it is attitude with which we are concerned Naturally, those who are primarily concerned with content will not be involved in the third issue Counselor responses to client

attitude may vary between two extremes of emphasis. On the one hand, the emphasis may be upon the intellectual process of reasoning out the problem; on the other hand, the emphasis may be upon stimulating the client to further and deeper expression of his attitude through "accepting" and "clarifying" responses.

For example, the client's high school rank and college aptitude test scores are interpreted as indicating that it is most probable his achievement in college will be slightly above *D*, and out of a hundred students like him seventy will probably fail. The student may respond to this information by saying, "I know this makes it look bad for me, but I feel that if anyone is interested enough, he can really make it. I know I didn't work very hard in high school, but now things are going to be different I was just a kid in high school, but now I realize I can't get anywhere without a college education." The counselor who responds to the client's feelings at the intellectual level might say, "One of the things a fellow has to learn as he goes along is to adapt himself and his desires to what he is able to do In the long run he will find that even though he hates to give up things that are out of his reach, he will be happier trying to do things he is able to do successfully." On the other hand, the counselor who attempts to maintain the interchange at the level of emotional expression might respond with something like this "Even though the odds are against you, you feel determined to try it."

At one end of this continuum the counselor is trying to help the client develop insight by stimulating ideational exploration of his motivation, saying to him in effect, "You are making a mistake in your thinking. This is why." At the other end of the continuum the counselor is primarily concerned with stimulating the client toward exploration and expression of his attitudes on the assumption that this process will lead to insight which will enable the individual to think clearly and thus to arrive at a better decision.

These issues, then—more or less responsibility for the client, attention to content versus attention to attitudes inherent in client expression, and intellectual versus expressive manipulation of client attitude—are the issues I believe to be implicit in the current controversies over counseling methods.

POINTS OF VIEW

Against this framework of the issues in counseling, let us now review specific positions taken on the counseling situation. Because of the artificial distinctions I have referred to, we will need to consider the various points of view in terms of their self-assigned frames of refer-

ence, one of which is that of vocational counseling or vocational guidance.

One view of vocational counseling is that it is the process of matching the characteristics of people with the requirements of jobs. Koos and Kefauver (5) have called this the distributive conception. Keller and Viteles (4) express this concept clearly when, in talking about vocational guidance as an instrument for aiding human beings to achieve a good and happy life, they say, "A *laissez-faire* policy no longer serves to draw the right workers to the right jobs, so society must provide the collective intelligence and the cooperative agencies to guide men and women into occupations where they may best serve both themselves and others" This is a view not heard very frequently these days, but it seems probable that a large number of counselors are actually operating on the basis of this conception. I recall having seen recently a counseling summary report by an agency in Chicago which began with the statement that vocational counseling is the art of matching the characteristics of people with the requirements of jobs.

This conception of the counseling process clearly places full responsibility on the counselor for working out solutions to the problems and assigns to the client a relatively inert role. It assumes that client attitudes and motivations are important only in so far as they are useful in predicting job satisfaction and job success. Relatively little attention is given to the question of how the individual's attitudes and motivations may influence his acceptance of the information given him by the counselor.

A second view of vocational counseling is best illustrated by Williamson (14) He, too, places considerable emphasis on the use of tests and other means for arriving at predictions of the individual's best job adjustment. However, Williamson also emphasizes the factors that will create obstacles to the client's use of the information given him by the counselor. He emphasizes, not only the ways in which the counselor can use tests and other sources of information to arrive at differential predictions of the individual's probable training or job success, but also those procedures in the interview which will enable the client to make maximum use of the information the counselor has to give him.

In terms of the counseling issues I have discussed, Williamson may be said to place considerable responsibility on the counselor but perhaps would concede more responsibility to the client than those who hold the distributive view. Further, Williamson would emphasize considerable responsiveness to the client's attitude as he attempts to assimilate the information given him by the counselor, but he also would emphasize the manipulation of those attitudes at an intellectual or

content level. For example, in discussing methods of handling a client's resistance to the implications of the counselor's interpretation of test results, Williamson describes methods of dealing with this attitude by trying to explain the counselor's basis for his interpretations in order to convince the client that they are well founded (14)

A third view of vocational counseling, taken by Rogers and Wallen (7), concentrates on the goal of psychological growth of the individual. These men tend to be skeptical of the significance of the specific problem of choice of occupation. Rather is their view concerned with the organization of the client's feelings and the adequacy of his adjustment to these feelings Inability to make a vocational choice is viewed as a symptom of the inadequacy of that adjustment. Because of primary interest in psychological growth for the individual, this third view of counseling places considerable emphasis upon client responsibility in the interview process Rogers and Wallen are concerned with the client's attitude rather than with content, furthermore, they emphasize responses designed to stimulate expressive rather than intellectual manipulation of attitudes.

We see, then, that these three approaches to vocational counseling, the distributive, Williamson's, and Rogers', differ among themselves on all three of the issues in counseling methodology The distributive view leaves the client with the least amount of responsibility and Rogers' view leaves him with the most. The first one pays least attention to client attitude, whereas the third is probably somewhat more responsive to client attitude than the second Finally, Williamson's and Rogers' approaches differ rather sharply in their methods of handling the client's attitude — Rogers placing primary emphasis on the stimulation of emotional expression and Williamson emphasizing intellectualized manipulations.

Other points of view which have had an impact on the thinking about counseling have tended to take a more inclusive position or to emphasize personality problems For example, Blos (2) has discussed counseling people with personal problems through the application of short-term psychoanalytic methods. This approach would tend to fall somewhere in the middle as far as the division of responsibility between counselor and client is concerned. It would tend to be extremely responsive to the client's attitude rather than to content and would also place much more emphasis than does Rogers upon intellectual manipulation of the attitude.

There have been several attempts at eclectic approaches to the counseling process and I believe it is from these that we can expect the greatest contributions in the future. One of these is presented by Dar-

ley (3) in a short pamphlet prepared for the Retraining and Reemployment Administration of the United States Department of Labor. In this article Darley attempts to apply the concept of the counseling process as a learning situation On the basis of learning principles he advocates an active role for the client and emphasizes the importance of emotional blocks as obstacles to learning. The pamphlet is too brief to afford a definite idea of his exact position, but he would probably assign somewhat less responsibility to the client than would Rogers and would be somewhat more inclined to deal with content and to intellectualize attitudes.

It is still too early to judge how fruitful this attempt to apply learning principles will be. However, it seems axiomatic that if learning principles are applicable to counseling methods, they must include the principles of emotional learning As indicated by Allport (1), learning theorists are making attempts to deal with this type of problem in studies of the effects on learning of ego-involvement and also of frames of reference. For example, they have demonstrated that "communists" and "republicans" will learn different things from exposure to the same materials. But there is so much variation of opinion and such research attempts are still so incomplete that it appears the "pure" investigator and theorist may have little to offer As a matter of fact, much of the potential contribution seems to be coming from the counseling field itself, in the form of theories about the individual's perception of himself and his self-stimulated perceptions as factors in his behavior. Thorne (13) has presented applications of Lecky's theories of self-consistency, and Rogers, in his presidential address to the American Psychological Association (8), developed an elaborate treatment of the question. It may be that in this case the applied field of counseling will produce the research that will change our theories of learning, rather than vice versa.

Perhaps the most thoroughgoing attempt at an eclectic approach has been made by Thorne. He accepts the value of the methods described by Rogers (9) but he also includes many other methods that would not be acceptable to Rogers He takes the position that nondirective methods are appropriate for certain individuals or for certain parts of the counseling process, whereas for other situations such methods as he describes in connection with reassurance (11), information giving (12), case history taking (10), and the process of modifying one's self-concept (13) are more suitable. In other words, Thorne advocates variations in division of responsibility between counselor and client, variations in the amount of attention to attitude and content, and variations in methods of manipulating attitudes according to the diag-

nosis of the client's problems. I believe this is the direction that has the greatest promise for future developments in methodology.

I should like to state briefly what I think will emerge as the point of view of the future. This point of view would start with a series of hypotheses as to the different and significant psychological problems of individuals These problems would be differentiated in terms of psychological characteristics associated with them, the probable course of their development, and the probable outcomes of different types of treatment or of no treatment at all Research studies would be necessary to establish these hypotheses on a factual basis. These diagnoses would then offer the basis for a choice of over-all emphasis in the treatment of a particular individual.

Let us assume, for example, that "dependence" has been established as a significant psychological diagnosis and that the individual exhibits the characteristics associated with this diagnosis. Let us assume further, as seems likely, that emphasis on developing client responsibility has been found to be one of the most important treatment factors. Therefore, in working with this individual we might adopt that emphasis in the counseling relationship. In the same way other diagnoses might lead us to emphasize "response to content" or "response to attitude" with either intellectual or expressive manipulation.

The viewpoint of the future, in addition to assuming that an over-all emphasis is necessary, will follow Thorne's lead in advocating variation, under certain conditions or in certain situations with the same client, in the degree of responsibility, the amount of attention to attitude versus content, and the degree of intellectual versus expressive manipulation of attitudes. This point of view will provide much more concrete and more generalizable descriptions of the conditions under which these variations can take place. Let me anticipate one possibility. We may find that when the counselor-client relationship has emphasized the responsibility of the client and has stimulated him to considerable expressive response, then the counselor's taking responsibility for stimulating him to intellectual manipulation of his attitudes may produce effective results.

I should like to conclude this discussion by emphasizing that at the present time there is no basis for a dogmatic stand on these issues of counseling methods. What we need is open-minded attempts at discriminating studies that will provide a basis for sound conclusions.

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A Simple Measure of Counselor Attitudes

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I AM to deal in this paper with an aspect of counseling which is involved in any and all types of interviews non-directive, psychoanalytic, psychiatric, guidance, religious, play-therapy, supervisory, administrative, sales, opinion-survey, or any other type of interview in which people interact. The aspect of interviewing to which I allude is the *attitude* of the counselor or interviewer.

It has been suggested that interviewing consists of the counselor's making and testing hypotheses with respect to the client, the interaction, and the counselor himself. This would be true of all methods of

approaching clients One important way we can progress in our knowledge of counseling is to be more and more keenly aware of the nature of the hypotheses we are making and testing. Certainly the attitude of the counselor is inextricably a part of his hypotheses. What we need to learn is the extent to which attitudes are significant interview determinants. To do this we must first obtain measures of the attitudes

The ten-item test reproduced below is illustrative of one possible approach to measuring counselor attitudes.

Test of Counselor Attitudes

INSTRUCTIONS Following are ten examples of possible exchanges between counselors and students The counselor starts each exchange The student replies The counselor's response to the student is presented as a multiple-choice problem You are to circle the capital letter to the left of the counselor response which you feel is the *type* of response you would be most apt to favor The wording used may not strike you as being the best, but disregard this factor as long as the response is the same *type* as you would favor. If, after studying the alternatives given, you cannot accept any one of the *types* of responses listed, write in an example of the *type* of response you would favor.

1. *Financial Counselor.* How do you do? I'm Mr. Smith. Now what is it I can do for you?

   Student. Well, sir, I'm not just too sure I have a situation that I'm not too clear about and I don't know whether I need to get a loan, or whether I'm not planning well enough on what I have, or whether I'm a victim of the inflation, or just what. And I thought . . well, I mentioned it to one of my profs and he suggested I ought to see you, so here I am

   Financial Counselor:

   A A little too confusing to dope out yourself, is that it?
   B Well, I hope that I can help. It's the kind of thing we want to do here, help you get lined up.
   C Let me get a piece of paper here. Okay, shoot! What's the story?
   D. Chances are that it is a combination of factors it usually is for most students
   E Well, it strikes me that you're doing the right thing here Sound financial planning can be a real help.
   F. (Other) ______________________

2. *Marriage Counselor* All right, Mr. Ex, would you like to give me a bit of an idea as to what it was you wanted to see me about?

   Student. Well, Mrs. Jay, I've got a real problem here, I'll just give it to you all at once. Shall I marry this girl, or shall I think of *my* future? If a fellow is going to think of his future . . . if he's got ambition and drive to get ahead . he's got to be hard . . and forget all about sentiment . . but I do love Marie . . I really do And she's been my inspiration – now please don't laugh even though it sounds silly. If we broke off I don't know what I'd do It'd throw me. But I can't afford graduate study and marriage, too And Marie says if we can't get married now, she isn't willing to wait I don't know what to do I love her, but if she loved me, would she say "now or never"? That's the thing I can't answer

   Marriage Counselor.

   A. Well, now I certainly can't give an answer to such a complex situation just like that, but I do think it's clear that whatever decision you do reach must

be the one which is most constructive for both of you I think we'll want to explore what this will mean to both of you.

B. Would you like to give me a little clearer picture of (whatever aspect the reader feels needs developing)?

C. It looks like it panics and confuses you somewhat to have to choose between sentiment and ambition.

D I'm rather wondering whether both marriage and career aren't possible. Maybe you can kill two birds with one stone.

E. So far as you can see, then, you're caught right between your sentiments and your ambitions

F. (Other) ______________________

3. *Fraternity Counselor* Hi, Ed How'd the game with the upperclassmen go?

Fraternity Student· Aw to hell with 'em! Good Lord, I tried to do my best, but when Joe got so darned mad at me when I miscounted trumps it just made me . well, I try . I do try . . . but when they as much as tell me that my best isn't enough, it just points out to me more and more clearly that I'm just a sad sack.

Fraternity Counselor.

A Look, Ed, have you ever just stopped to consider the source? Like the guy that got kicked in the face by the mule?

B In other words, when someone attacks you, you tend to feel guilty about it.

C In other words, when you did your best and he found fault, it tended to make you feel worthless

D Now look, my friend, if you're going to let something like that throw you, you are a sad sack, for sure

E Tell me, Ed, is it only in bridge games that you feel that way?

F (Other) ______________________

4 *Student Activities Counselor* I wanted to talk with you, Tom, about the difficulties which seem to exist between your staff and the newspaper staff.

Student Well, if you ask me, it's high time that pack of mutts got straightened out Every time they print that sheet all they do is criticize. They run down every last thing we do I've done everything I can do to work with them. They're so infernally superior. They ought to try to put a good foot forward for a change But, I'll help in any way I can.

Student Activities Counselor

A I'd like to hear your side of the story completely. Want to tell me more about it?

B What you say about them may be true, Tom, but let's remember that we've just got to work together in order to exist.

C From the way you see it, I can understand how it would be very provoking

D From the way you see it, then, you're pretty well justified in feeling angry, but you're willing to help.

E I gather you resent being made to feel inferior.

F. (Other) ______________________

5. *Religious Counselor* All right, Marian, we have half an hour now. Would you like to go ahead in your own way?

Student I don't know just how to begin It just seems that everything here is so negative. In all the classes they just tear things apart – and put nothing in their place. Now it really doesn't bother me, but I like to see the good side of things To me religion has always meant a lot, but with all this analysis and taking things apart and explaining things mechanically, it just makes me wonder if there really is a God! And I want to see things constructively

Religious Counselor:

A. You feel disturbed by these destructive activities.

B. Sometimes it takes a lot of thinking to absorb conflicting ideas.

C. You want to be constructive, but these destructive activities stand in the way, is that it?

D. I'd like to get a little clearer idea of how this conflict works out. Could you give me an idea, say, by a more specific example?

E. Have you thought of the possibility of asking your instructors just how they relate the two sides? Maybe you could get some help by a more complete discussion

F. (Other) ______________________________

6. *Faculty Counselor*: Come in. What can I do for you?

Student: Dr Allen, I'd like to get some help from you on my schedule for next winter quarter I've talked with several people about what I ought to take, but they all tell me different things, and it's so hard for me to know what to choose Gee whiz, I'm only a freshman and I just don't know what is best, so I decided finally that I ought to come to someone who could give me some expert advice

Faculty Counselor:

A. If I follow you correctly, you feel pretty sure that this is something that requires outside help; it's something you can't decide for yourself.

B. Are you speaking now of what major field you want to get into, or what you are going to take for electives?

C. Well, now maybe if you depended a little more on yourself, on what you can do and what you want to do instead of what others say, you'd get along a little better.

D. I'm wondering whether your difficulty isn't more a matter of developing self-reliance than a matter of selecting courses

E. Sure, I'd be glad to help Sometimes it's a bit brutal getting adjusted to the college setup.

F. (Other) ______________________________

7. *Student Discipline Counselor*: I expect, Al, you know why you've been sent for Bringing liquor into the dorm was a violation of the university rules Were you aware of that?

Student: Yes, I am aware of that and I appreciate the fact that it was a foolish thing to do I do not intend to try to justify myself in any way. It was childish I can understand that such things cannot be tolerated by the university. I had an impulse to try it, and I got caught. I am ready to accept the consequences.

Student Discipline Counselor:

A. All right, Al I'd suggest you keep up the same attitude I don't like to jump you any more than you like to be jumped I'll let you know what the Dean decides

B. All right, Al. I gather you wish to stand squarely on your own two feet in this matter I'll let you know what the Dean decides

C. You feel, then, that the treatment is just You'll be hearing from the Dean as soon as he has reached his decision

D. I hope you'll recognize this is something the Dean's office must do and that we don't like it any more than you do. You'll be hearing from the Dean soon now.

E. What's the score on this now? What the devil was it that prompted you to take a try at this?

F. (Other) ______________________________

8. *Counselor at Student Union*: How do you feel about coming over here, Joan? Do you feel it has been of any help to you?

Student. I think it's wonderful! I've never had a chance like this before in all my life. People are so friendly here. Oh, of course I realize that there are others here who are just learning, too, but I just don't feel afraid any more. I think the university is to be most wholeheartedly congratulated for providing the chance for students who might otherwise go through school as wallflowers

Counselor at Student Union.

A. That's just grand, Joan. I'm glad you're getting so much out of it.
B. You'll probably simmer down a bit as it becomes old stuff to you, but it's sure fun now, isn't it?
C. Keep at it, Joan, you're on the right track
D I'm rather wondering whether this same feeling is carrying over into other areas of your life
E Feeling pretty pleased and grateful, is that it?
F (Other) ____________________

9 *Dormitory Counselor:* How are things coming along, Joe?

Dormitory Student. Okay, I guess, except for that new roomie I got stuck with. He's a heel! He thinks he knows everything – a big shot. But I'll figure out some way to handle him, all right And he'll know he's been handled, too I'm not taking any guff off a peanut like that.

Dormitory Counselor.

A. You feel you must be out in front of him, that it's really important to you to be the better man, isn't that it?
B Do you think that's a very constructive attitude to take toward him?
C Why should this thing be so important to you?
D You feel pretty angry with him and want to put him in his place, is that it?
E I see what you mean A guy like that is a real pain in the neck
F (Other) ____________________

10 *Guidance Counselor* All right, Ralph, what was it you wanted to talk about?

Student: What I want to do is to narrow my interests down to one or two areas or objectives which can give me a source of economic support, of financial security, and yet give me a feeling of intellectual achievement. It seems to me that the time has come when this immature lack of direction has got to be straightened out.

Guidance Counselor:

A. Just how far has your thinking gone in this problem?
B You know where you want to go and it's high time you got there, is that it?
C That's a fine goal, Ralph Let's see what we can do about it
D. I expect that first we'll have to get a measure of your strengths and weaknesses and interests and then see how things seem to stack up
E Um-hm, I see You're beginning to become concerned about growing up
F (Other) ____________________

SCORING INSTRUCTIONS

1. Opposite the appropriate item numbers in the table below circle the letters which you circled for each item of the test.

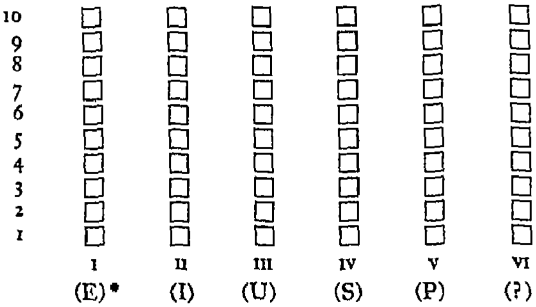
ITEM NUMBERS	COLUMN NUMERALS					
	I	II	III	IV	V	VI
1	E	D	A	B	C	F
2	A	C	E	D	B	F
3	D	B	C	A	E	F
4	B	E	D	C	A	F
5	E	A	C	B	D	F

ITEM NUMBERS	COLUMN NUMERALS I	II	III	IV	V	VI
6	C	D	A	E	B	F
7	A	C	B	D	E	F
8	C	B	E	A	D	F
9	B	A	D	E	C	F
10	D	E	B	C	A	F

2. Then add the number of circles in each column and enter the values in the spaces below.

I_____ II_____ III_____ IV_____ V_____ VI_____

3. Now shade in the appropriate number of squares in each column of the bar graph below to obtain a profile.



* Significance of letters will be explained in the discussion

I should like now to represent the rationale behind the test, how I see it as a measure of counselors' attitudes. In constructing the alternative responses in each item of the test a definite design was followed. In each case or type of situation one of the responses was expressed as it seemed to me a counselor might express himself if he wanted to bring to the attention of the client some idea he, the counselor, thought might be of value to the client. Another response in each instance was designed to express a counselor's desire to identify himself with the client's values, to reassure him, to support him. A third alternative in each case was meant to express an attempt by the counselor to understand the client in the client's own frame of reference, to see things as they appeared to the client. A fourth response attempted to express a counselor's desire to teach, to point out and interpret to the client the significance of his behavior. And a fifth alternative was intended to express a counselor's desire to seek further information, to seek diagnostically significant information, to provoke further discussion along some line.

The order of these alternatives was varied from item to item, of course. In the table at the end of the test the identifying letters are so

ordered that alternatives of like attitude are listed in the same columns. From left to right these are Column I, *evaluative* or value setting responses, Column II, *interpretive* or teaching responses; Column III, *understanding* responses, Column IV, *supportive* responses; and Column V, *probing* or diagnostic responses. The bar graph, when filled out, is meant to present a simple profile showing the relative frequency with which the responses chosen as the most apt were of the same type of basic counselor's attitude

I should like to point out that the significance to be attached to counselor attitudes will vary according to the theoretical frame of reference within which the counselor operates. To illustrate this point and to emphasize the real complexity of the problem, let me present some examples. Suppose a client has responded in a manner which we can label "defensive" – that is, in a manner which presents in a more socially acceptable way material which the client feels would not be accepted were the whole truth known. The non-directive frame of reference hypothesizes that an accurate understanding of the client's feelings, even though they be "defensive," will help the client to drop the need for defending himself. On the other hand, I understand that from the psychoanalytic frame of reference to understand and accept a client's "defensive" perceptions would be to run the danger of reinforcing his "defensiveness" and thereby to prolong the therapeutic process.

For another example let us suppose that a client has asked a direct question calling for simple information which the counselor could supply and which, as far as anyone could tell, should be helpful to the client. The eclectic counselor may often hypothesize that giving the information is the way in which he can be of most help at that point. On the other hand, the non-directive counselor hypothesizes, in most instances, that it is more important to respond to the feeling behind the request and that to respond directly to the request by supplying information may actually retard the client.

It is suggested that it may be possible to get at and to measure counselors' attitudes, which may then be related to measures of client behavior in the interview. Such correlations should aid us in evaluating the contribution of counselor attitudes to the development and course of the interview-interaction.

Part V

MENTAL HYGIENE

A Social Movement and a Clinical Service

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MENTAL hygiene is both an organized social movement and a profession or craft in the application of knowledge derived from the basic sciences to the development and maintenance of individual mental health. The formal movement began with the formation of the Connecticut Society in 1908, and it was for this group that Adolf Meyer coined the term *mental hygiene* Psychiatrically speaking, the movement had its college inception in 1922 at Yale under the aegis of the Commonwealth Fund (2).

Individuals with personal problems are not unusual The specialists participating in this symposium must all be concerned with various aspects of such problems in those students living and developing under their care. Yet the various specialists, despite their concern with different areas of life and because of different disciplinary foci and specific techniques, must deal according to their competence with the same material and substance of human behavior.

Even when personal problems make us miserable or give us symptoms, there is nothing uncommon about the individuals Any one of us may be tense, anxious, and miserable with stomach pains, weight loss, and headaches, or with worries and ideas which become morbid preoccupations. We know when we are ill or when we feel well and function efficiently. In spite of these simple facts, to define *mental health* adequately is not a simple matter. When one speaks of emotional factors and the importance of ideas and psychological reactions, as well as somatic relations, in terms of mental illness, then many persons, even some doctors, still regard the subject matter as queer or beyond understanding

This difficulty in understanding seems to result from a fault in our

education—namely, our arbitrary divisions and limited knowledge and thinking. Only arbitrarily can one divide the mental and physical aspects of human beings and thus also their illnesses. Much progress has been made in educating people, both professional and lay persons, in this regard. Psychiatrists have played a role in mental hygiene by contributing to the understanding of people and, in a clinical setting, by cooperative liaison with doctors in other fields

This matter in medicine is even now reaching a peak of development. Interest in so-called psychosomatic medicine has been used as a popular vehicle for creating wider understanding But perhaps the role of the psychiatrist in mental hygiene and in a clinical setting should now be changing. Much of the public seems overimpressed, and medicine in places seems to be popularly overemphasizing the psychological and psychosomatic aspects of illness. To some of us this seems hazardous. Education, emphasis, and interest are essential to progress and perhaps a measure of overemphasis is justified, but there must be a limit to it if sound accomplishment is not to be lost in a boomerang reaction Apropos of this danger, a man recently said, "Psychiatry hailed psychosomatic medicine as a taxicab, and it turned out to be the Black Maria"

Actually psychosomatic medicine should mean simply sound and complete medical consideration. In this view and relationship, the soundest clinical setting for the psychiatrist in mental hygiene is as an integral part of a medical department. At Minnesota this has been found to be sound also in educating students to the free use of psychiatric service along with every other special medical service (3).

Within medicine, as in the general social movement, the problem of understanding mental hygiene continues to be educational and evolutionary, and the psychiatrist has a significant role to play. Clinically he must play that role from the primary focus of biological integration and maximum development of sound individuation—the primary processes of his concern. If we are to have well beings of efficiency and sound external adjustments, we must be as concerned with the psychological and temperamental integrity of individuals as with their anatomical and physiological soundness. With such a primary focus and with the individual as the unit, the psychiatrist's peripheral concern must be with the student's total situation—his environment and the society in which he lives. These make up the matrix of the individual's equilibrium, they are the interacting forces of life to which he must adjust for efficiency in living. Practically, of course, there are limits to the application of mental hygiene techniques. As Frankwood Williams said years ago, "All the experts in the professional sense it is pos-

sible to conceive of there ever being will not be able to handle the multiplicity of problems to be found" (6).

Mental hygiene, then, is an aspect of medicine. The psychiatry of it, though therapeutic and specifically psychotherapeutic, must be mainly preventive, i e recognition and care at the earliest possible point in deviation. Mental hygiene thus deals with early recognition of mild and incipient mental illness or with personality problems, all for the purpose of furthering the individual's development and the maintenance of his normal personality function. The classical tools and techniques of psychiatry, in the main psychologically indirect and subjective in character, are to be combined with the more direct and objective ones of general medicine – the use, e g, of associative history, interview, and observation and of such measures as physical examination, organ system responses, and supportive chemical or physical therapy Lately we have come more to use and to rely upon an increasing number of objective measures of psychology I am sure the converse is true with respect to the trends of clinical psychology

As to the material or population and forces we deal with, I am sure you are as well informed as I am. I wish, however, to present briefly the aspect of this matter that we in preventive psychiatry see as uppermost in importance. This aspect may have been transiently obscured by the happenings of recent years, but it is now beginning to assume its old place. We have not been confronted by a specific veterans' problem but rather by an overwhelming load. As the student population increased, a large proportion was of significantly older persons with war experience. Their war experiences necessarily entered into the personality problems and the psychiatric conditions presented to us. Whereas ordinarily most of the problems we see can only questionably be fitted into any psychiatric diagnostic category other than personality or behavior problem, this condition has for a time been less evident (Ordinarily to label the incipient illness in such a fashion is not only unwarranted, it is blinding and malignant Once a label is applied, the doctor may feel he knows and understands the condition, whereas he knows little; and the patient may accept or reject the same viewpoint, which then becomes a force in his behavior In some such cases the patient may even be stigmatized as well as not helped)

Recently students of increased age and general maturity have presented themselves to us, and this situation seemed to account for a higher proportion of definite psychoneurotic reactions and reactions of depression (4) but yet within the usual and normally to be expected total case incidence rate. The population has not been a poorer one in terms of mental health risk, but the mental illness encountered was

more definitely established and its type was more compatible with the greater maturity status of the patient (4). Now we gradually seem to be approaching the more typical age and character for a student group, in which psychiatric problems exhibit themselves more incipiently, can be less firmly categorized, and perhaps can be more effectively dealt with. Even so, because of the usual forces in the college age group and stage of development, it will appear to the psychiatrist that he again is concerned to a great extent with preventing and treating the schizophrenic reaction or the tendencies of such reaction.

The terms *adolescence* and *post-adolescence* must necessarily be vague and arbitrary, for we cannot set definite age limits for either stage of development and still take into account the marked variability of different individuals. Roughly I shall use the terms *post-adolescent* or *later adolescent* to describe persons of college age, i e between seventeen and twenty-two or twenty-three. Such a division between adolescent and post-adolescent is of course arbitrary but it is serviceable

We cannot, however, study the problems of a young man of twenty-one and neglect to find out what his problems in adolescence were, or how he met them. We know that at no point in an individual's life is there a sharp or definite break with the past. Nevertheless, there are distinct advantages in distinguishing between ages, since such a distinction forces our attention to certain tendencies of behavior that characterize the different periods. The years immediately following adolescence have, I believe, received less attention than have some other life periods. This has occurred in spite of the fact that common observation tells us this early period is profoundly important as a fixing stage for future characteristics and personality trends.

The idea of formative periods during which personality trends are laid down and thereafter remain practically immutable is less tenable and less popular now than it has been in the past Some have told us that a child's character is well fixed in early years and that we can expect little change after he is five or six. Others have told us that adolescence is the critical point But it seems much more in accord with the facts of observation to say that people may change in personality trends at any and every period of life, even though the chances of change ordinarily decrease with advancing years. Personality change is probably as marked during the years following adolescence as it is during adolescence itself. It seems to have been assumed earlier that the young person in his late teens and early twenties is immune to emotional difficulties, and that if he weathers the storms of adolescence, then endogenous and internal stresses will cause him

no difficulty until he reaches the period of external stress and responsibility in full adulthood

It would be absurd of me to disagree with the generally accepted theory that most emotional disorders and mental difficulties rest upon the experiences of early childhood or puberty. I do, however, disagree with the conclusion frequently drawn from this, at least in professional performance, that the period of childhood is the only dangerous one or the only period for effective therapy There are certain factors entering the life of the post-adolescent which, together with the internal forces and the necessity of integration, may make or mar his future and thus be determinants of mental health or illness

Post-adolescence, then, is a strategic period from the standpoint of therapy As an example of the attitudes that characterize this age period, I want to call attention to the feeling of insecurity that seems to be its most common affliction In many cases this sense of insecurity may be attributed to such things as an unhappy home condition or social and economic situation, early unsatisfactory experiences and the failure of skill development (for example, in group contacts), or a stormy adolescence. But even when such factors are absent, the sense of insecurity appears as the student's interpretation of the intimate emotional changes going on within him.

Many of the emotional and psychological problems for which the average college student goes to the psychiatrist may be resolved in terms of this desire for security, or of unsatisfied dependency need, or of failure to achieve sound self-assertive satisfaction – possibly all three, often because of unsound personal integration or development Then we may find symptomatically the student's physiological welfare impaired or his academic direction or achievement blighted. The symptomatic counterparts you are all familiar with the secretive recluse, the flighty socialite, cynicism, belligerence, strange codes of morals, and distorted thinking.

Sometimes this post-adolescent insecurity is covered with the appearance of cocksureness that seems particularly offensive to the so-called older generation and even to some professors Certainly many of our college radicals and fanatics are born of this state as surely as those frankly recognized as mentally ill and at odds with reality. To these young radicals the ideas of their utopia are attractive because they promise security and self-satisfaction As a rule, this struggle for security is represented by despair of finding a place or association for reasonable satisfaction. We find the post-adolescent attempting desperately to evolve a mode of behavior based on a philosophy designed to explain everything under the sun, and to leave no room for doubt.

Then follows action according to the individual's previous modes, involving either retreat or paralysis or blunder through trial and error pursued vigorously and with hazard

Post-adolescence, particularly in college, is a point in the individual's life at which home influences are perhaps at their weakest; parental attitudes or earlier values are beginning to be of less importance, either because the individual is less directly subjected to them or because he revalues them and reorients the values. Thus in therapy relationships with the student we can afford to take less notice of parents and even other persons, whom we can change only with difficulty if at all, and devote more attention to the individual himself. This conclusion finds confirmation in the psychiatric perspective and is made effective by the forces of this age period.

Preventive psychiatry in college becomes truly, then, the process of furthering a normal growth and educational process. It is in the main aiding the individual to understand and to direct himself according to his fullest potentials in an ever-changing equilibrium of adaptation Persons with such difficulties and with symptomatic reflections of them — or at least presenting such complaints and findings — form a large bulk of medical practice.

It is perhaps natural and right from this viewpoint that referrals from other medical services constitute a main part (50 per cent in the Minnesota clinic at present) of the psychiatric clinic load in such a setting as I have cited as ideal. In the medical clinic the psychiatrist's task is not one of case finding and load building so much as it is sound cooperative liaison with other doctors and direct work with individuals more adequately and necessarily amenable to his professional skill. This integral function of medicine rests as truly on knowing the individual — his motivations, desires, potentials, attitudes, reactions, and situations — as it does on knowing his physiology. Although the psychiatrist is not an internist, his practice is just as time-consuming and expensive, and there is an optimum point in the division of medical labor Despite this, through the years there has been a numerical increase in psychiatric medical referrals to our clinic, not only proportional to the population, but slowly, relatively, and disproportionately larger. This has seemed sound, but to keep it in balance takes constant awareness and effort.

In addition to these referrals by medical associates, about 30 per cent of our clinic load is made up of self-referred individuals In the main these are persons with some awareness and fundamental desire to help themselves. In this respect they are very welcome and they afford effective opportunity for therapy. (But they are not welcome if they

come as the result of a sales campaign, overpopularization, or a belief in an automatic panacea.) There should undoubtedly be an increase in such persons above proportionate population increases. With the available facilities we are approaching, but are not too near, an optimum point in case load. Our main effort as psychiatrists through the years has been educational However, our principal reliances in this effort have been sound case work and the maintenance of standing by means of performance rather than by educational campaign or specific courses.

The remaining 20 per cent of our cases come from all other sources of referral, especially from personnel agencies and faculty members Here actual numbers and relative increases have been stunted and are below an optimum point. However, there is a noticeable increase with every new personnel agency or progressive change in an old one — as, for example, when a campus psychological agency changed from a "Testing Bureau" to a "Counseling Bureau" Each sound educational advance and sound progress in personnel work has acted, and probably should continue to act, as a case-finding-screen for the psychiatric clinic.

There must be on this periphery also an optimum practical point of case load I am of the personal opinion that in the situation as it is now, or is immediately likely to evolve, at Minnesota the psychiatric clinic should be handling about twice its present effective case load. In fact, half of that increase is already there and waiting for care, but the need is as yet unmet because of limited capacity. Here, as in other fields, not only economics but available personnel is a determining factor. The psychiatric staff of the Student Health Service has grown from one part-time psychiatrist in 1924 to the present staff of one full-time and three part-time psychiatrists and one psychiatric social worker. We need at present, but so far have been unable to secure, another full-time psychiatrist and a clinical psychologist, as well as another social worker. Case loads have increased from 220 in 1938 to 667 in the school year of 1946–47, 542 of the latter group being new cases in that year. Not only the number of patients but the intensity of work with each in point of time is pertinent here. Of the 667 cases in 1946–47, 311 represent one hour of interview, while the average time for all was approximately three hours and the range was from one hour to twenty-two hours. Even in short-time efforts, psychiatrically speaking, this time and intensity certainly are not optimum.

In a college setting the psychiatrist as a consultant for the administrative authorities may occasionally have to interpret some individual's behavior or give an honest opinion of his probable future behavior

and the outcome of treatment. This is difficult enough, but the psychiatrist can never be an "ax-man" or an inquisitor Here he can act only in an adventitious role, in addition to helping the individual to help himself. The practice of preventive psychiatry is of course subject to the same ethical and legal codes as is general medicine, but with necessarily even more jealous guarding of confidentiality.

Obviously, direct guidance and advice can be only one small portion of the psychiatrist's function, but his focus and concern closely mesh with guidance functions and agencies. One might say that all these functions mesh and overlap Because of the evolutionary nature of the various disciplines and professions, because of the occasional limitations and blindness of practitioners, and because of economic factors, there may seem to be friction, usurpation, or duplication among staff members At Minnesota, with all of the disciplines and the many agencies concerned, we are aware of this in immediate history, yet I believe we have been very fortunate in leadership and progressive evolutionary direction

I have tried to illustrate the social movement of mental hygiene and the professional focus and point of application of the psychiatrist (1) All of us concerned with individuals and with behavior must play a role in mental hygiene as public health agents. The present trend of evolution in mental hygiene is in the direction of sound teamwork on the part of all staff specialists. This is not simply my personal interpretation, it is also reported as a consensus by a recent committee of the American Council on Education (1) It is also approximately the nature of present official definitions and agreements by organized bodies in psychiatry, psychology, and social work.

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The Clinical Psychologist and Mental Hygiene Counseling

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IN SO FAR as mental hygiene is conceived of as a social movement, student personnel work is a part of that movement, and the work of every student personnel worker is intricately involved with the goals and purposes of the mental hygiene movement. Within a student personnel program we may have a mental hygiene clinic or a mental hygiene counselor, but these are restricted titles. In the broadest sense personnel work is one series of activities and one set of concepts within the total sphere of mental hygiene.

Educators have been exhorted to adopt a "personnel point of view" and, more frequently, to develop "psychological understanding." Psychiatrists frequently ask for a "psychiatric point of view," and I am sure social workers would be glad to have us take a "social work point of view" When the terms are defined, you discover all are talking about the same thing and all would agree in generalizing that they refer to a mental hygiene point of view.

Each member of this mental hygiene team—psychiatrist, social worker, and clinical psychologist—has similar general purposes and goals—goals which, because of our present verbal inadequacies and incomplete social development, have never been satisfactorily defined but which nevertheless have a central meaning for us all. We approximate a verbalization of our goals by using terms we have heard all too often personal integrity, social adjustment, emotional maturity, stability. Until our social evolution progresses, we must continue using these words

Although the general purposes of the members of the mental hygiene team do not vary, their techniques and skills most obviously do In terms of training, experience, and perhaps personality, the functions and responsibilities of the psychiatrist differ from those of the social worker, and those of the social worker are not the same as those of the clinical psychologist Much overlapping is found among the work done by these three persons, however, for just as they have been exposed to some common training and background, so they also perform

some of the same functions. Each, however, makes use of the techniques developed in his own discipline and each contributes to the total program the skills and ideas which compose his specialty.

The clinical psychologist in the college mental hygiene program has three primary functions. First, he acts as a member of a diagnostic and therapeutic team. Second, he provides technical aid to other members of the team, and third, and this is the most important function, he directs his efforts toward prevention.

Traditionally, and quite conveniently, it has been said that the psychologist concerns himself with the problem of "normal" people, whereas the psychiatrist deals with the "abnormal." In practice this distinction has little value, because of the tenuousness of the definition of normality. Working as a team, the psychiatrist, social worker, and clinical psychologist quickly learn their own and each other's capacities and limitations. It is this mutual understanding which determines who works with what problems, rather than the severity of the problem In other words, the division of labor is made, not strictly on the basis of different disciplines, but rather on the basis of which particular worker will be best able to cope with a particular problem. The mental hygiene team does not, however, deal out students as if they were cards in a deck All members of the team cooperate with one another while working with a particular student

This type of relationship is demonstrated by the case of a student with whom both the psychologist at the Student Counseling Bureau and the psychiatrist at the Mental Hygiene Clinic worked. This student was twenty-eight years old when she first came to the Counseling Bureau She was not satisfied with her clerical job and was considering enrollment at the university. On timed college aptitude tests her scores were low, but on an untimed test she did better than the average college freshman Her vocational interests, as measured by the Strong Vocational Interest Blank and the Kuder Preference Record, were concentrated in the literary areas Scores on the Minnesota Multiphasic Personality Inventory were significantly high on the scales for depression and hysteria.

The counselor worked with this student during the first few interviews on her educational and vocational problems and later discussed some problems pertaining to her social adjustment. During the interviews the girl described previous contacts with psychiatrists and expressed the need for further psychiatric attention She was referred to the Mental Hygiene Clinic, and during the next two years she continued her contacts with both the psychiatrist and the counselor The psychiatrist's diagnosis mentions an anxiety neurosis, and this is the

focus of his relationship with the client. Meanwhile, the counselor has been working with her on problems involving study habits, vocational choice, and campus activities. He has also been providing supplementary assistance regarding emotional adjustment.

The second function of the clinical psychologist is to provide technical aid to other personnel and mental hygiene workers The most familiar type of such aid is the psychometric evaluation of the student By administering and interpreting achievement tests, interest tests, intelligence and aptitude tests, and personality tests, the psychologist assists the psychiatrist in obtaining a more accurate picture of the student's capacities and problems. The psychologist can participate in the interpretation of the Minnesota Multiphasic Personality Inventory, for instance, and thereby abbreviate and enrich the work of the psychiatrist Many psychiatrists wish to place their patients in semi-standardized projective situations, the clinical psychologist with his knowledge of the Rorschach Ink Blot Test and the Thematic Apperception Test provides this diagnostic service In other cases the psychiatrist may need psychometric evidence regarding brain damage and differential diagnosis. Here the psychologist can administer and interpret the Wechsler-Bellevue Scale, the Goldstein tests, or the various available tests of abstract-concrete thinking

The clinical psychologist offers technical aid to the psychiatrist not only in diagnosis but also in treatment The psychiatrist may request a counselor specializing in the remediation of educational deficiencies to work with a student's reading or spelling disability while that student is also working with the psychiatrist. For example, one freshman student in the liberal arts college stated he wished to improve his reading skills Initial examination revealed that his college aptitude test score placed him in the lower third of the freshmen entering the College of Science, Literature, and the Arts. His scores on reading tests showed he was a slow reader with poor comprehension and an inadequate vocabulary, although he had graduated in the upper third of his class in a large metropolitan high school During the first month of remediation the student decided that his lack of confidence and feelings of inadequacy were more important than the reading problem, and he requested a psychiatric interview.

The psychologist arranged an appointment for the student with the psychiatrist The psychiatric treatment was directed at the boy's anxieties, parental attitudes, and other emotional problems Meanwhile, the student continued to work with the counselor on the reading difficulty and retests subsequently showed marked improvement in reading skills. The reading remediation contributed markedly to this

student's regained confidence in working with small social groups of students and also helped him in learning how to express himself to others. The psychiatrist and the psychologist exchanged information about the student, and although they were located in different clinics they functioned as a team.

Students with speech problems are also referred by the psychiatrists to the psychologists and speech pathologists employed in the Speech Clinic With but few of these cases does the psychologist serve merely as a testing technician. Usually the approach is this "Here is a student with a problem and the three of us, psychiatrist and psychologist and social worker, will work with him" In some cases, however, the psychologist's main emphasis may be upon measurement and diagnosis.

I have already stated my belief that the psychologist's chief contribution as a member of the college mental hygiene team pertains to prevention. First, the psychologist, particularly at the University of Minnesota, is in a position to identify students who are incipient mental hygiene problems For instance, the Bixlers (1) reported that in a sample of fifty college students who came to one counselor, eleven, or 22 per cent, came seeking educational or vocational guidance but actually presented emotional problems. An additional twenty-two, or 44 per cent, recognized the existence of both emotional difficulties and educational and vocational problems In the 2053 cases studied by Williamson and Bordin (7) 969 social, personal, and emotional problems were discovered by psychological counselors. This resulted in fifty-three psychiatric referrals.

The psychological counselor working with marriage problems is in a position to find patients needing psychiatric help, and the vocational counselor often finds problems only distantly related to vocations By identifying these problems before they become acute, the psychologist, in working with the student, can often produce both environmental and subjective changes, or he can refer the student to others for more specialized help, thus preventing the development of a major adjustment problem.

More important than the preventive work done with individual students are the preventive measures directed at the institution and the community. At Minnesota the clinical psychologists in the mental hygiene counseling program are not housed with or administratively responsible to the medical staff. Rather they function in the Student Counseling Bureau, a unit in the Office of the Dean of Students responsible for the all-university counseling and testing programs. The psychologists in the Student Counseling Bureau have constant working relationships with all the personnel agencies on the campus and with

many of the administrative and academic departments, including the scholarship and loan office, the dormitories, the activities bureau, the speech clinic, the college counseling programs, the admissions offices, the student work committees, the employment office, and other all-university agencies. The counselors are therefore in a position not only to detect the ways in which institutional policies and activities sometimes give rise to mental hygiene problems but also to influence changes in these policies and activities.

This function of prevention requires much research, involving all the skills and experiences of the counselors The university's increasing awareness of housing problems and extracurricular activities problems during the past decade is due in large part to the counselors' efforts to discover the origins of individual problems and then to call these origins to the attention of the university. This is often a long, slow process, but the university has the assurance that the individual problems of the students are under constant examination.

In discussing the functions of the clinical psychologist, some of the techniques he uses have already been mentioned A brief summary of these techniques will clarify his role in relation to the roles of the psychiatrist and the psychiatric social worker.

The clinical psychologist frequently imparts information to the student, information about the student's immediate or potential environment or about the student himself. Few mental hygiene problems are solved by telling a student about vocational requirements or job opportunities, but frequently the orientation of the student in the occupational field is an integral part of the over-all therapy. In this respect the work of the psychiatrist and social worker may, in part, depend upon the effectiveness of the psychologist in teaching the student about jobs. Other types of normative information may be similarly helpful—for example, "Many A students in high school are B or C students in college because of the competition," or "Twenty per cent of the population bite their fingernails."

Providing information about the self involves several specific techniques. The place of tests has already been mentioned. By using tests the clinical psychologist is able to provide the student with information concerning his general and special abilities and aptitudes, his information background, his vocational interests, and his personality Conveying self-information, however, does not depend solely upon test interpretation. The psychologist must evaluate and interpret the student's experiences, his hobbies, his work experiences, his academic record, his military history, his family relations, his sexual activities, his social behavior—so the student will understand the inherent implica-

tions and then make the necessary applications to his own situation. The clinical psychologist, in other words, must be capable of using not only psychometric data but also the entire case history as obtained from available records and from interviews with the student and with informants The student must not only be assisted in becoming an effectively functioning member of his social group, he must be seen *initially* as a member of that group.

Another technique used by the clinical psychologist in this program consists of providing expressive situations — that is, giving the student an opportunity to release emotions and to educe attitudes. By establishing a permissive atmosphere and by encouraging the necessary verbalizations, the psychologist assists the student to reveal to himself his motivations and conflicts and through this increased awareness to produce a release of tension and a diminishing of symptoms. Catharsis, non-direction, and confession are all varieties of this basic technique.

A third technique utilized by the clinical psychologist consists of providing emotional support This is particularly useful in large institutions where there are many adolescents who have never before been away from home. They often require some little time to establish satisfactory emotional relationships of friendship and camaraderie with fellow students In such cases the psychologists provide a transitional support between the emotional security of the family and the security of new friends More difficult problems involving severe feelings of frustration, feelings of inferiority and inadequacy, and psychic trauma can sometimes be alleviated by offering the student an emotional haven in which he can regain his composure as he inspects the world about him

Another useful technique consists of developing new habits within the student. A student who habitually fails courses because of poor study skills is taught new study habits. A student who blushes every time she passes a man on the campus learns how not to blush. A student who is distraught because while talking he cannot look at the other person's face develops the habit of looking at the eyes of the other individual. The specific activities of the psychologist in this habit development are numerous

This classification of techniques used by the clinical psychologist does not pretend to be complete. Probably more convenient and more meaningful categories can be established. Here, as always, the value of the classificatory system depends upon the use to which it is put. The techniques I have mentioned cannot be considered for long as discrete In a single sentence the psychologist might be using two or more techniques. For example, the statement, "I believe we can help you improve

your reading skills," offers both emotional support and an opportunity to develop new habits.

None of these techniques is exclusively the property of the clinical psychologist. Each of them is employed by the psychiatrist, the psychiatric social worker, and the psychologist. Sometimes they are used with the same emphases; sometimes their uses vary. None of them can be called psychological as opposed to psychiatric, yet all are the tools of mental hygiene.

By this time the working relationships between the members of this mental hygiene team appear most complex. Any attempt to clarify these relationships can only demonstrate their complexity. As long as the students feel that we as a team are able to help them to deal effectively with their problems, we can accept and maintain our respective roles.

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The Social Worker in the Mental Hygiene Clinic

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THE respective roles of psychiatrists, psychologists, and social workers have been under discussion for almost a quarter of a century During that time they have followed the classical pattern of institutional growth A social institution passes through three phases first, initial

inertia, second, a period of experimentation; and third, integration of successful experiments into a new pattern of structure and adjustment (1).

For example, throughout the 1920s we had a careful and clear-cut delineation of function in the Child Guidance Clinic, with the psychiatrist, the head of the clinic, as the diagnostician and sole therapist. The work of the psychologist was limited to psychometrics. The social worker supplied the social history and any social case work indicated under the direct supervision of the psychiatrist. The pattern set by the demonstration clinics of the Commonwealth Fund was adhered to with little or no deviation.

The second stage was marked by experimentation, particularly in the use of psychiatric social workers in clinics and social agencies. During the 1930s we find accreditation as therapists given to the social worker and the psychologist in many clinics. The proceedings of the American Orthopsychiatric Association give ample evidence of the scope, range, and variety of these efforts. The war, demanding more service than the shortage of psychiatrists could ever supply, has hastened the emergence of the third stage, in which the psychiatrist, the psychologist and the social worker are working as a therapeutic team Each of the three has an assigned role in therapy, which preserves the identity of the individual worker but fuses his interests with those of other members of the team Perhaps it would be more accurate to say we are reaching the third stage, for we are still in the transition period from divergent practices and philosophies to an integration of separate roles – an integration in which the differences lie in the special contribution each discipline can bring to the common practice of psychotherapy Controversy still centers around this point; it stems from the manner in which each clinician views the question on the basis of his own individual experience

The psychiatric social worker is concerned with the controversy in regard to three questions. (1) Should the psychiatric social case worker practice psychotherapy? If so, under what conditions and with what training? (2) How do the therapeutic techniques of the social worker differ from those of the psychiatrist? (3) How is the work of the psychiatric social case worker different from that of other case workers? I shall attempt to discuss these questions as a psychiatric social work practitioner in the Mental Hygiene Clinic of the Student Health Service at the University of Minnesota, not as a spokesman for the profession of psychiatric social work.

A categorical answer in the affirmative may be given to the ques-

tion as to whether psychiatric social workers can and do practice therapy. A conclusion as to whether they *should* do therapy perhaps must await the test of experience Their use as therapists, discernible before the war in a number of clinics and agencies, is now an established and accepted practice as a result of their extensive use in hospitals and clinics, both civilian and military, during World War II because of the shortage of psychiatrists. A similar trend is found in the clinical use of psychologists. The form and extent of the therapeutic work by psychologists and social workers in any given clinic usually is clearly outlined and controlled by the functions and policies of the clinic or social work agency

In any psychiatric clinic the psychiatric social worker is practicing social case work in a direct and responsible way under the direction of the psychiatrist. In the Mental Hygiene Clinic of the University of Minnesota the social worker is one of a corps of therapists Within the limits of her capacity and training she is concerned with emotional problems which affect the adjustment of students Where such problems are reactions to social and family situations, she brings to bear her knowledge of the mechanisms of behavior and her understanding of environmental factors in the development of personality. She also contributes, where indicated, her knowledge of outside facilities, both within the university and in the social agencies of the community A social worker trained in group work would have a unique contribution to make by working with groups of socially inept students who are not sufficiently aggressive or whose personality reactions make it impossible for them, without aid, to make use of the rich social opportunities afforded by the university. Here the individual therapy would be given preferably by one of the other members of the clinical team and would precede or be simultaneous with group therapy.

The psychiatric social worker's training for her work is that of any social worker in the sense that it represents a minimum of two graduate years spent in study of the theory of social work and supervised field work practice Her basic first year has included content in areas of group work, case work, public welfare, community organization, psychiatric and medical information, child welfare, and administration Her second year has provided a concentration on deepening her understanding of the individual and his behavior. This specialized training is now afforded by thirteen schools of social work, one of which is the University of Minnesota where this training program was set up three years ago *

* The schools offering such training are New York School of Social Work, Pennsylvania School of Social Work, Simmons College School of Social Work,

The work of the psychiatric social worker differs from that of the psychiatrist in that her background is not that of a physician trained in psychiatry but that of a social case worker. In addition to psychiatric orientation her preparation has stressed the understanding of social, economic, and political factors of environment as they affect the individual and his effective functioning. Her training has also made her skilled in mobilizing the community resources for the individual.

Where there is a breakdown in any functional area of a person's life which calls for the services of a case worker, the dynamics of treatment is a relationship between the case worker and the client closely analogous to that between the psychiatrist and the patient. It may be pertinent at this point to describe more specifically the work of the psychiatric social worker in our clinic at the Minnesota Student Health Service

At the time of the first contact she, like her colleagues in the clinic, has access to the medical chart in which the physical findings for the patient are summarized and certain significant facts concerning emotional balance are flagged by the student's check marks. Perhaps it is superfluous to say that any interpretation of medical findings is not within her province but is furnished by the psychiatrist. From the Counseling Bureau she has test ratings as the basis of an estimate of intelligence. When the referral has been from the Counseling Bureau, there is generally a brief telephoned summary of their contact Later, if desired, a fuller report from the counselor is available

The clinical setting insures to the patient the confidentiality of his interviews. The patient is always assured that only the other members of the clinic have access to the record. The record itself is frequently used directly with the patient as a treatment device — to help develop insight, to review progress, or to be sure the patient and the worker are interpreting data in the same way. The interpretation is ordinarily the patient's with re-interpretation as formulation by the worker

The social worker, like the psychiatrist and the psychologist, bases treatment on the potentialities of the patient. The formulation given the patient is an attempt to make a clear concise statement of the situation in which a patient finds himself and his way or ways of using his inner and outer resources to attack his own problems. A more complete

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formulation is made in the record – particularly if the record is one presented in staff conferences.

Because the psychiatric social worker lacks medical training, the cases assigned to her are the emotional difficulties involving home situations, economic conditions, and community relationships More severe involvements of the personality are the responsibility of the psychiatrist, and when these are inadvertently assigned to the social worker they are transferred to him. Unmarried mothers or fathers are ordinarily referred to the social worker, either to carry entirely or to make available such community resources as are needed for the care of mother and child or for establishing paternity

Where the patient recognizes that his difficulty lies within his personality and seeks help in overcoming his adverse personality traits, the social worker may be the medium through which the patient works toward better understanding of himself as a functioning individual This may be done by a planned personality analysis on a conscious level or by a series of interviews focused on the various facets of the problems the patient presents.

Meyer's method of distributive analysis, for example, was used in the case of John X. He is a veteran twenty-seven years of age who was referred to the clinic by the physician at the Health Service. He had gone to the physician at the instigation of his wife because of his increasing irritability, sleeplessness, inability to concentrate, and failure in school.

In appearance John is tall and slender, with regular features and a mobile expression His manner is frank, friendly, and unreserved. He talked uninterruptedly for the first fifteen minutes, smoking a cigarette with an exaggerated flicking of ashes and much squirming.

His test ratings show him to be of superior intelligence in spite of his low achievement in high school. He himself has a poor opinion of his intellectual capacity and believed that what mind he had was "slipping." The Minnesota Personality Inventory showed no significant findings except a slightly less than average Social Adjustment score and a slight tendency toward conservative social and economic attitudes

He presented the same complaint to the social worker as to the doctor in the Health Service, adding that he had come to the Mental Hygiene Clinic to find out whether he was "psychopathic, psychotic, neurotic or not."

He comes from a family which is economically secure, but his father drinks excessively with spasmodic periods of reform. There has been little sympathy between the patient and his father. He has taken over

his mother's censorious attitudes and the father resents his obvious allegiance to and dependence upon his mother.

He had early developed a habit of protective lying in which his mother was often his confederate. When he was flunked out of college for cheating, he enlisted in the army, not telling his parents about his exit from college until after he was in service He enjoyed his army life, especially the excitement of flying On his first furlough he was married to a girl he had met in college. They now have a baby two years old, of whom he is proud. His friction with his wife has been so constant that he is not sure he still loves her, although since he has grown indifferent, she is more certain that she is in love with him.

He feels that she is justified in her condemnation of him He made excessive sexual demands on her when he returned from flying missions She attributes a continued ill health and the need for an impending operation for repair of lacerations from childbirth to this lack of consideration of her He had not had the temerity to verify this with the doctor, he had just accepted his wife's dictum as to the need for continence.

She has charged him with lack of integrity, which he readily admits, in such matters as pretending he was in classes when he was cutting them and concealing his failures until the final grades were reported She doubts his aptitude for chemical engineering, the vocation he has selected – and so did he until very recently. He resents the interference of his wife's family in their affairs, and she equally resents the extent to which his mother is actively concerned in the routine of their household. The fact that the two sets of parents are contributing the major share of the young couple's present income accounts for some of their excessive attempts to manage their children John and his wife have recently emancipated themselves to the extent that they now are living in a house of their own, which his mother has given them Before that, while living with his wife's parents, he found that he withdrew socially when he felt at a disadvantage, which was most of the time. Now he feels ready to fight at the drop of a hat and cannot understand his newly found aggressiveness.

An understanding of his behavior seems to be developing. The tangible results are lessening friction at home, greater freedom given to and accorded by his wife, and a renewed interest in school with success in passing tests He is a little incredulous that successes can be so easily attained and skeptical that he can keep it up, but the skepticism, too, is lessening.

John X is a student whose potentials have always existed, but for

reasons obvious to the reader, although not to John, they had not been released

How does the work of a psychiatric social worker in a clinic differ from that of the trained social worker in an agency? Let us assume that John X had sought help from a family service agency instead of the university clinic. What would have been the essential differences in the case treatment? We are assuming that the agency has competent workers who do psychotherapy when the client is amenable to it

The agency social worker would think of him as a *client* rather than as a *patient* The clinic worker uses the terminology and subscribes to the ethics imposed by the medical setting. Because the agency worker would think of him as affecting the equilibrium of the family group, she would be interested in the adjustment between him and his wife and the child. The psychiatric worker in the clinic thinks of him as a student whose specific problems of maladjustment affect his equilibrium at the university, with the family interrelationships constituting only one element in the constellation

The clinic worker derives a certain amount of prestige from the clinical setting itself, which is not inherent in the agency setting In the clinic, care is taken to have the student know that it is a social case worker and not a doctor to whom he is assigned, and the student is free to elect a psychiatrist if he prefers. The agency client has not much choice in selecting his worker. In the clinic, once a professional contact has been made, and perhaps because the cases are assigned with some degree of selectivity as already indicated, the methods of the interview have become fairly standardized by clinical policies and through staff conferences There is much less standardization in agency practice.

In contrast to the detailed case recording in most family agencies, the case recording in the clinic is brief, with highly selective use of material forming a summary at the end of the interviews

The clinic worker tends to approach problems more directly than does the agency worker. This, perhaps, is because the patients are of a college level of intelligence, are highly motivated toward self-help, and understand the function of the clinic. The clients of social agencies tend to be older and are predominantly a cross section of the middle and lower class strata of society with problems crystallized into failures which they wish to share with or unload upon the worker.

The physical findings and the psychometric reports are not as easily available to an agency worker and are seldom available to her before her first contact with the client The clinic is under the direction of the psychiatrist, and the social worker has the security of having him avail-

able for consultation, which is of inestimable importance to both the worker and the patient. Such consultation is not as easily afforded in the social agency, although a psychiatrist may be employed as a full- or part-time consultant

The amount of history varies with the case in both the clinic and the agency The agency worker might question whether the greater amount of history in many first interviews in clinic cases was not in part at least the patient's way of telling his problems to the therapist with the implicit idea, "Now I've told you of my problem – *you* solve it" It is true that this is the attitude of a few patients, but the fact is faced shortly by both therapist and patient – or else therapy fails.

In the social agency each attitude customarily is utilized toward a diagnosis, with less focus and often less sureness in arriving at a formulation of the problems or potentials of the person in his situation. In the clinic our emphasis aims toward a rounded formulation of the person in his situation as soon as it can be achieved for treatment purposes.

The variety and range of problems seems much greater in the Mental Hygiene Clinic because of the very nature of the clinic In family social service agencies there has grown up a closer definition of function and a limitation in the types of cases assumed for care Many such agencies are consultation centers for family problems of various kinds, such as marital discord, debt adjustments, and the like.

A similar superficial analysis could be made in terms of different types of agencies However, the differences are those of case work procedures rather than of philosophy or skills. Both are frankly offering therapeutic services, but the one is safeguarded by the clinical setting and by the direct supervision of the psychiatrist, the other, although lacking the safeguard of the medical setting, generally has a psychiatrist available who is familiar with, but not directly responsible for, the case work services of the agency.

My inferences have the limitation of being drawn from my own point of vantage as a worker in a Health Service unit who has some familiarity with procedures in case work agencies. A detailed analysis of the treatment of emotional problems in cases handled by psychiatrists, psychologists, and social workers under various auspices might be profitable Such a study might help to answer the three questions which, though propounded by psychiatric social workers, are of equal import to all members of the team

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Part VI

PROBLEMS OF STUDENT VETERANS

The Student Veteran Today

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IN THE years that have elapsed since the end of hostilities, the veteran on the college campus has received a considerable amount of attention His arrival presented many problems to the administrators, the faculties, and the personnel workers of the institutions. Many of these problems have been solved. Many others still remain with us.

The inconveniences to all have been many Colleges have had to admit many more students than they wished. The faculty teaching load has been greatly increased The student also has had a great many problems. housing for himself and his family, financial difficulties, problems of adjustment to academic life, and others. Yet despite these handicaps, the schools and the students have succeeded in completing the last two years with much less difficulty than was anticipated.

GROWTH OF THE VETERANS POPULATION

Let us look back for a moment to the situation at the end of the war and follow the development of the veterans population to the point where it is today During the closing phases of the war the Army and Navy had prepared demobilization plans which called for the streamlining of procedures and the discharge of the soldier or sailor in as short a time as possible It was extremely fortunate that some preparation had been made because after the formal signing of the surrender papers, a hue and cry began all over the world to get the men home. The end result, as we all know, was the immediate stripping of all our armed forces, leaving substantial numbers only in the occupied areas.

The soldiers, sailors, and marines, now veterans, came home to take up life where they had left off. Many went back to their old jobs, others set up businesses of their own, still others sought on-the-job train-

ing, and many thousands returned to begin or to resume college training with the help of the now well-known G I. Bill of Rights. It is this last group with which we are concerned here. Recent estimates indicate that this group may reach 1,350,000 this fall (1947), which will be more than half the total college population

It is not my purpose to discuss the problem of federal aid to education, but certainly the G. I. Bill of Rights has served as such, for it has given many thousands of veterans a chance to attend school who otherwise could never have done so. There is no better way to indicate the extent to which these opportunities have been made available than to cite the actual enrollment figures. In the fall of 1945 fewer than 50,000 veterans were in the colleges and universities, with a total student body of 952,000. In the fall of 1946 there were 1,080,396 veterans in a student body of 2,078,095. Estimates for 1947 point toward a veterans enrollment of 1,350,000 and a student body of 2,500,000

We can only hazard a guess as to what the enrollments will be during the next ten years. Job opportunities, costs of living, and other economic factors will have some effect on them. We can be assured, however, that we will have veterans on the campuses in very substantial numbers during the next few years.

As a result of the enormous numbers of veterans interested in furthering their education, the colleges and universities were deluged with applications of veterans clamoring for training of one sort or another. The Veterans Administration, about which we will have more to say later, also was faced with the necessity for greatly expanding its program to insure expeditious handling of veterans' problems while carrying out the intent of the legislation passed by Congress.

The fact that the colleges and universities, through emergency provisions, have met the challenge of providing adequate educational facilities is a convincing justification of the American belief in education As one university president stated recently, "Whatever the reasons which in the past have led the United States to provide education as widely as it has, the veterans educational program is the most nearly explicit admission ever made that the nation's welfare is increased by enlarging the number of its educated people" (24)

THE ROLE OF THE VETERANS ADMINISTRATION

Before we discuss the characteristics of the student veteran, I should like to outline briefly the role the Veterans Administration has played and will play in the educational training of these veterans.

General Omar N Bradley, the Administrator of Veterans Affairs, stated before a convention of college educators that "college education

has always been regarded as a responsibility of the state governments, private and denominational organizations, and local communities. Higher education must now include as a temporary partner the Federal Government, because of the educational program for veterans" (4). Under present legislation this partnership will continue for at least nine more years.

The Veterans Administration, like everyone else, had not anticipated the rapidity with which demobilization was to take place However, it responded to the immediate demands as best it could. A great forward step was taken when President Truman appointed General Bradley as Administrator of Veterans Affairs One of General Bradley's first actions was to change the organizational structure of the Veterans Administration He created thirteen Branch Offices, each designated to serve a certain area with a good deal of autonomy. Under each Branch Office there were to be four to seven regional offices, which in turn were responsible for supervising the more than three hundred Guidance Centers in various schools and communities throughout the nation.

No discussion of the postwar development of college personnel work can be complete without a reference to these Guidance Centers Their function, in the words of Dr Ira D Scott, Chief of Advisement and Guidance for the Veterans Administration, is as follows·

Under contracts between the Veterans Administration and the educational institutions, various types of technical and professional counseling services are provided by the institutions. The types of services rendered by the institutions vary according to the counseling facilities available, some colleges furnishing psychometric service only, while others furnish complete counseling services, including interviewing, psychological testing, vocational and educational counseling and personal adjustment counseling (22).

It will be interesting to note how much lasting effect the Guidance Centers will have on those institutions in which no extensive program of personnel services existed prior to the installation of the Center. It is to be hoped that such institutions will organize permanent programs of their own after the present Guidance Centers are discontinued

Time limits on the use of the benefits of the G I. Bill of Rights began on July 25, 1947, the date on which President Truman signed a congressional resolution ending the war. This resolution states that all education or training under Public Law 346, the G I Bill of Rights, must be started within four years of July 25, 1947, or date of discharge, whichever is later, and must be completed before the end of nine years The same nine-year termination applies to veterans enrolled in schools

or training under Public Law 16, the Vocational Rehabilitation Act for disabled veterans, but no deadline is set for the start of such training.

The need for cooperation between the schools and this government agency cannot be emphasized too greatly Such a close relationship will call for mutual understanding of each other's problems. The Veterans Administration must work within the framework of the legislation passed by Congress, the inflexibility of which is often misunderstood by the college administrator On the other hand, the colleges can do much to facilitate the program of the Veterans Administration by suggesting ways and means whereby rules and procedures might be improved

Finally, for those of you who are interested in expenses, budgets, and taxes, let me quote a recent release from the American Council on Education. "The Veterans Administration reports that more than $2,650,000,000 had been spent by the Federal Government for the education and training of veterans by the end of the present fiscal year, June 30, 1947. Of this amount, all but $415,500,000 had been spent during the fiscal year July 1946 to June 30, 1947" (9).

CHARACTERISTICS OF THE VETERAN

Let us now look more closely at the veterans themselves How does the veteran differ from the non-veteran? How are the two similar? How does he fare scholastically? What are his needs today?

Age. Veterans as a group average three to four years older than non-veterans. This age differential naturally results in a different attitude on the part of the veteran toward the institution and, we hope, on the part of the institution toward the veteran. Several major problems of adult education immediately appear. An individual 23 or 24 years of age, especially after three or four years of military experience, does not have the same interests or background as one 18 or 19 years of age The veteran is more mature and worldly wise, not just because he is older but because he has had firsthand experience with such problems as minority groups, social prejudices, and the like, which are yet only textbook concepts to the other students

The veteran has often been characterized as a more serious and more determined student than the high school graduate Going to college is a very serious business for him He is investing his time and money in his education His educational plans may require the postponing of marriage or may delay his entry into the business and industrial world. This may be his only chance to get the training he wants It is no surprise, then, that he is not much interested in wasting his time

Several educators have stated that it is unfair to ask young and

inexperienced high school graduates to compete with mature men of much greater experience. I disagree with this argument because I feel that the advantages gained from the intermingling of the two groups far outweigh any disadvantages and I do not think that the veterans are so far superior as to make the younger students give up entirely.

Marital status The statements made in the preceding paragraphs are especially pertinent to the married veteran. Dr. Francis J. Brown of the American Council on Education has reported the results of a survey which revealed that there were 188,000 children in the families of veterans enrolled in colleges and universities in 1946–47 and that this number is increasing at the rate of several thousand per month. Thirty per cent of student veterans are married. Of this group 40 per cent have children, averaging 1 3 children per family.

The earnestness with which the veteran is seeking an education is nowhere better illustrated than with the married veterans. The living accommodations for him and his family have very often been far from ideal, yet he has continued to make the best of his lot. College administrators have not always been unmindful of the importance of the welfare of the families of these veterans. The lack of construction materials has been a tremendous handicap, but every possible effort is being made to provide the best housing facilities possible under the circumstances

Much remains to be done, however. A conference was held in Washington, D C in September 1947 to discuss the health and recreational needs of married student veterans. It was the feeling expressed at this conference that a definite need still exists for both health and recreational services for the families and for a special maternal care program for the wives, as well as for a program of emergency financial assistance It was further revealed that few health services are now offered except as a part of the public welfare program.

The Committee on Service to Veterans of the National Social Work Assembly, which has become concerned over the inadequacy of recreational facilities for veterans enrolled in educational institutions, has called attention to an American Council on Education study which reported that half the institutions surveyed believe recreation facilities for veterans are inadequate. One hundred and sixty-six institutions have asked for assistance in providing recreation facilities and workers. The Committee therefore recommended that concerted action be taken by community agencies equipped to serve student veterans and their families and that the aid of all interested agencies – clubs, churches, YMCA's, YWCA's, and American Red Cross college units – be enlisted

Scholarship A great deal of attention has been given to determining

the classroom success of the veteran. The findings to date indicate that veterans, as a rule, are performing more satisfactorily than non-veterans In a summary of reports made in response to the question, How are the veterans doing scholastically? President Raymond Walters of the University of Cincinnati reveals·

Typical of current academic performance in midwestern state universities is the Ohio State comment that "veterans are doing significantly better than non-veterans" and that of the State University of Iowa, "on the average superior work to that of the non-veteran." At Indiana University, veterans are achieving "an average about six per cent higher in academic grades than do the non-veterans," and at the University of Colorado "in the professional and semi-professional schools, the average was considerably higher for veterans" (28)

Several important studies of scholarship are now under way. A comprehensive study, jointly initiated by the Carnegie Foundation for the Advancement of Teaching and the Carnegie Corporation of New York, will evaluate academic performance of students under the G. I. Bill of Rights. The College Entrance Examination Board will conduct the study for the Foundation. Approximately a dozen colleges and universities have been invited to participate in the project. They have been chosen on a broad geographical basis and will include both large and small colleges as well as men's and coeducational institutions

This study will seek to answer such basic questions as these Do veterans in general make better students than non-veterans? How do factors like age, nature of military experience, and marital status relate to the quality of academic work? What types of veterans seem to succeed best and why? In an effort to determine the effect of the G. I. Bill of Rights toward removing the economic barriers to education, the study will also compare the academic performance of the veterans who would have gone to college without the G. I. Bill and those who wanted to go to college but could not have done so without the bill. The results of this and other studies now in preparation should give us a great deal of useful information.

Vocational objectives. Another problem to which we should pay particular attention is that of the vocational objectives toward which these veterans are training. Unless they are in programs of training which are not only in keeping with their abilities but are realistic in terms of future job opportunities, much of the effectiveness of the G. I. Bill will be lost.

At the end of the war the veteran was eager to return to civilian life and begin his schooling so that he might assume as quickly as possible the kind of position he had dreamed of while in service. This

was an easy thing for some of them to do, particularly those who had begun some sort of training These men and women had only to resume where they left off.

There were others, however, who had been drafted into the service before they had decided on a vocational objective or who were not too happy in the job in which they found themselves These men were in service for a period ranging from two to five years. During this period they had plenty of time to think of what they were going to do after they were discharged It is human nature to set one's dreams very high and, as you all recall, the serviceman was continually told there would be unlimited opportunities in the postwar world For example, he was encouraged to consider the "coming of the air age" and the opportunities to set up fascinating new businesses which resulted from the research conducted during the war.

Is it any wonder, then, that many of our returned civilians entered upon courses of training only to be disappointed because opportunities did not turn up as expected? It became a question of scaling down their dreams to the realities of actual conditions

Data recently released by the Veterans Administration show that on May 1, 1947, there was the following distribution in the enrollment of veterans in colleges and universities (10)

Liberal arts	392,500	Medicine and related courses	52,832
Engineering	171,885	Physical and natural sciences	43,545
Business administration	125,446	Social studies	35,000
Other business courses	73,820	Crafts and trades	33,794
Teaching	54,762	Agriculture	30,085

One thing of concern to both the Veterans Administration and others charged with the advisement and guidance of these veterans has been the reported concentration of vocational objectives in the strictly professional, semiprofessional, and physical science areas If this is true, there is a great danger that the numbers of persons trained in these fields will be out of proportion to future job vacancies. Of particular significance in this respect are the large numbers going into such fields as medicine, dentistry, and law. Here the number of men in preprofessional training far exceeds the spaces to be available in the schools.

Perhaps the most encouraging recent trend in terms of these objectives is the fact that the teachers colleges have shown the greatest increase. This is due in part to the national publicity given to the need for more and better teachers. It may also be due to the fact that there apparently has been a decreasing opportunity to secure employment in other fields.

In the legislation passed by Congress all veterans taking their benefits under Public Law 16 are required to receive the approval of the

Veterans Administration when selecting their vocational objective The Veterans Administration, in determining the adequacy of the objective, usually requires the veteran to go through an extensive program of testing and counseling. Veterans under the G. I. Bill of Rights, however, are not required to seek the counseling offered by the Veterans Administration, nor are they limited in their choice of objectives. Although no one would argue for compulsory vocational guidance, the fact remains that large numbers of veterans embarked on training programs which proved to be ill-advised and have therefore accomplished nothing but the waste of a good share of the training to which they were entitled.

One of the most difficult problems, therefore, which the college personnel worker faces today is the revaluation of objectives which is necessary because of an improper original selection. Continually mounting numbers of revaluations of objectives are occurring because the veteran has realized either that his plans were not progressing as well as he expected or that his abilities were not those required to succeed in the objective he had chosen This phase of the counseling of veterans will probably be of increasing significance in the next two or three years.

The disabled veteran One group of veterans on the campus deserves special mention. Disabled veterans, more than any other group, deserve the full support of every individual in this country. Except for the men who did not return at all, there are none who sacrificed more by being in the military service. We *must* provide for the well-being of these disabled veterans.

The rehabilitation of veterans with physical and mental disabilities will necessarily call for special facilities and the continuing attention of every college administrator, faculty member, and personnel worker It would be untrue to say that these veterans do not warrant special consideration because they are only a small proportion of the total student population. It is my opinion that as long as there remains a single disabled veteran on any campus, he should be provided with any special facilities needed to help him succeed in his academic training.

To those who would minimize the attention to be given to the needs of this smaller group in order to concentrate on the student body as a whole, I recommend a visit to one of the veterans hospitals where thousands of men are *still waiting* for the day when they will be well enough to return to civilian life. Such a visit would soon convince anyone that the lack of daily contact with the disabled does not mean there is nothing left to be done for them In my opinion there is no more important phase of college and university educational and per-

sonnel programs than that concerned with the disabled student veteran.

WHAT THE COLLEGES CAN DO

What, then, can the college do toward facilitating the adjustment of veterans to campus life? What changes might be made in procedures? What phases of the veterans' program should be given the greatest attention?

First and foremost, we must find out the *facts* about these students Before any definitive action can be taken, we must find out first the characteristics of the group with which we are working After we have found out what the needs are, we can take the necessary steps to improve the services rendered.

Expansion of personnel services. The coming of these veterans to the college campuses will require personnel programs capable of adapting to the many needs of the students, veterans and non-veterans It seems to me that now would be the opportune time to scrutinize carefully our counseling services in order to find the shortcomings and take the necessary steps for improvement. This will be particularly true if the services being rendered by the Veterans Administration are drastically curtailed by an economy-minded Congress.

This discussion, of course, is based on the premise that student personnel work is part and parcel of our program of higher education As one writer stated, "Whatever differences of emphasis there may be, most American colleges are coming to accept the basic philosophy that education involves the student as a whole, his intellectual capacity and achievement, his social relationships, his vocational aptitudes and skills, his moral and religious values, his economic resources and his aesthetic appreciation" (2).

One might argue that such personalized attention is out of the question now with such huge student bodies on the campus Yet I think you will find many educators agreeing that with proper organization and the necessary support of the administration and faculty, any institution, however large, can offer the student the help and assistance he requires.

It is imperative that these veterans be given the best of services available so that they can find their proper niche as soon as possible. The alternative would be to run the risk of discrediting the counseling given these veterans because of the repercussions which will arise when substantial numbers of them receive all the G. I. benefits to which they are entitled and yet are not completely rehabilitated or adequately trained.

Expansion of placement services One of the personnel services

which is particularly pertinent to the problems of the veteran is that of placement, for the success of the vast rehabilitation program of the Veterans Administration will depend largely upon the success with which the veteran is placed in a suitable job at the conclusion of his training.

This, of course, will require the institution to keep cognizant of employment opportunities and to match these opportunities with training programs. It will require follow-up studies to determine the success of the veteran on the job It will require a continuous checking of the students' progress so that those in difficulty or in the wrong courses of study can be identified immediately

The task of finding suitable employment for all the veteran graduates will be difficult. The colleges can prepare men and women for jobs, but the jobs must be there when students complete their training if such training is to be justified. If the schools permit students to continue their training without sufficient warning of the probable difficulty of securing employment upon graduation, these veterans in the future may become extremely critical of the institutions for spending so much time on training which was not of value after graduation

Evaluation and research. Any summary statement of developments in personnel work made by an individual trained at the University of Minnesota must inevitably include an important section devoted to the need for evaluation and research.

Any activity, whether it be in industry, in government, or on the college campus, should be subject to continuous scrutiny to insure that existing inadequacies are ironed out and new techniques and procedures are tested. The cost of the veterans' educational program, which was more than two billion dollars last year and which will remain at that figure or even increase for several years to come, should be incentive enough for every taxpayer to insist that every dollar be wisely and efficiently spent.

Sufficient time has now elapsed since the end of the war to permit evaluations of the manner in which the veterans are adapting themselves to their educational training and the extent to which the educational institutions have been able to cope with the increased enrollments and to furnish the services required.

We need to obtain a carefully prepared factual picture of the conditions which exist today. We need to know, for instance, why so many veterans are changing their vocational objectives. We should find out why many veterans are dropping out of school or are failing to reregister. We should know much more than we do about the best types of training programs for our personnel workers. We need

new sets of test norms for use in counseling veterans. We should know much more than we do about the role which extracurricular activities play in a student's college training. We should investigate the advantages and shortcomings of the various new techniques developed by the armed services in order to use them effectively in the college program

Studies of many of these matters are now under way Some of them are local and very intensive in nature, others are more extensive and nationwide in scope For example, the Carnegie Foundation recently announced a grant of $200,000 to Princeton University to make an analysis of the development of students and a study of educational procedures at that university The studies are to range from an examination of the experience of special groups, such as veterans and high-ability students, to a critical examination of residential university life, including both instructional methods and extracurricular activities.

A special project of the American Council on Education is geared to an attempt to find out the problems which face the disabled veteran on the college campus. The Disabled American Veterans, an organization which exists solely to promote the interests of the disabled veteran, has appropriated the necessary funds for these studies It will be the purpose of these studies to probe intensively into the many problems faced by the disabled veteran during his educational training and to examine the special facilities and programs provided by the colleges for the disabled veteran. The results of such studies should be helpful to college and university authorities, to the Veterans Administration, and to other interested agencies in pointing out those areas in which the services for the disabled veteran could be improved

For the purpose of defining the matter and scope of the study a national committee composed of college educators and personnel workers has been appointed Dean E G. Williamson of the University of Minnesota is chairman of this committee.

Among others, the following problem areas will be explored from the viewpoint of the disabled veteran (1) special physical facilities needed, (2) scholarship progress; (3) participation in college activities, (4) emotional adjustments involved in the training program, (5) reasons for discontinuance of training program, (6) adequacy of vocational objectives, (7) college programs for helping the disabled veteran secure full-time employment following training, (8) financial resources, (9) married veterans, and (10) coordination of rehabilitation programs.

The ever-increasing amount of research dealing with student veterans is convincing evidence of continuing interest in this part of the

college population When findings from the research studies suggested above have been released, we should know a great deal more about the student veteran.

CONCLUSION

President Truman, in his speech to Congress on January 7, 1947, said "In the long run, the success of the program will not be measured by the number of veterans obtaining financial aid or by the number of dollars we spend History will judge us not by the money we spend but by the future contribution we enable our veterans to make to their country."

We can all agree with this statement To increase the number of college graduates in this country is not the goal of the veterans' educational program We hope the training they receive not only will pay in some measure for the time they lost while in the military service but will also enable them to lead fuller and better lives when they return to their respective communities.

Some individuals have said that the provisions for veterans have been too generous, resulting in a tendency on the part of the veteran to feel that the government should do everything for him without much effort on his part No doubt there are veterans who feel so, but the great majority are not riding on any "gravy train" with the fare paid by the federal government. It would be tremendously unfair to the average veteran to criticize him for the outbursts of a few individuals who are dissatisfied because Congress, when it passed the G. I. Bill of Rights, emphasized that it was seeking to aid, but not wholly to support, the veteran who sought to take advantage of the educational provisions of the law.

General Bradley has repeatedly warned World War II veterans that they should not attempt to use their war service as an excuse for obtaining special benefits at the expense of the country as a whole. He has consistently emphasized that the nation today needs men who think in terms of service to their country and not in terms of their country's debt to them. Several of the veterans organizations have issued statements similar to that of General Bradley The veterans program adopted by the United States Junior Chamber of Commerce also stresses the contribution which the veterans, using experience gained in wartime, can make as citizens of their community.

The issue, as I see it, is not that of considering the veteran as a particular "problem." True, he constitutes a special group with special needs and characteristics, but no one would argue that the needs of veterans should be met to the detriment of non-veterans

We must remember, however, that if we do not meet the veterans'

educational needs effectively today, we will inevitably be faced in the future with a group of citizens who will be indifferent or hostile toward our schools The high objectives of the G I Bill of Rights will not be realized if we do not exert every effort to insure that each veteran is getting the kind of training he can best utilize.

It is not necessary to indulge in any sentimentality when we discuss what we want to do for the men who contributed so much to winning the war The veteran doesn't want sympathy. He simply wants an opportunity to get training which will enable him to obtain for himself and his family those things for which he fought He should get that opportunity.

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The Student Veteran at Minnesota

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PIONEERING earmarks so much of the Minnesota personnel program that it is probably irrelevant to start my discussion on the note of the uniqueness of our program in the Bureau of Veterans' Affairs, one of several bureaus in the student personnel program It has been inspiring to us, however, to be aware of the interest our outside colleagues have continually shown in our efforts. These efforts are about four years old. It was in the days when the veteran problem was no more than an urgency, filed in committee minutes, that two essential themes of our present program took form.

In the first place, the returning veteran was not expected to be the psychologically off-balanced character most popular magazines pic-

tured him to be. In the second place, it was taken as a certainty that the veteran would bring many special problems to the campus beyond the mere demand for space which his physical presence would establish On the basis of these two underlying assumptions the program of the Bureau of Veterans' Affairs has developed to its present stage

This fall (1947) the University of Minnesota has again almost 16,000 veterans enrolled, only slightly below last year's fall quarter figure. Our Bureau of Veterans' Affairs has a staff of more than fifty full-time and twenty-five part-time employees, including twenty-three professional men and women In view of our volume of work (e.g. our Bureau types approximately 25,000 book and supply authorizations each quarter, and in the 1946–47 academic year our counselors conducted about 10,000 individual interviews), the Bureau of Veterans' Affairs has measured one part of the effectiveness of its efforts in the fact that our waiting lines are almost always the shortest on the campus. This does not mean we are not understaffed; it indicates instead, in addition to operating efficiency, a high degree of cooperation and camaraderie in our relations with our student veterans. We believe that in three years the Bureau has become almost part of home for most of our veterans.

The Bureau of Veterans' Affairs in its broadest functions serves as the liaison agent between the Veterans Administration and the university, the Veterans Administration and the student veteran, and frequently between the student and the university administration In addition to this, authorizations for all books, supplies, and special equipment or expenses payable by the Veterans Administration are authorized by the Bureau And the Bureau was planned so that for the most part it would act as the initiating office for any service or information the veteran needed. The most significant part of our work, however, is in our counseling program The remainder of this report will be focused on this portion of our efforts. In this connection the reader should understand that this Bureau is coordinate administratively with several other university personnel departments, some of which are represented by other reports in this collection

While the war was still in progress a threefold counseling program was laid out under the guidance of E. G. Williamson, Dean of Students. It is significant that no batteries of tests were automatically set up; no categories of treatments or procedures were predetermined This counseling program in its simplicity appeared complete. It offered (1) *orientation*, (2) *sustaining counseling*, and (3) *exit counseling* I think we can best get a picture of the veteran as a student at Minnesota by examining each of these categories separately.

ORIENTATION COUNSELING

When faced with a virtually unknown number of returning veterans, it may have seemed foolhardy to think of attempting to interview each of them *personally* as his initial contact with the university. Nonetheless, the most evident fact in the earlier planning was that what the veteran would need most would be a chance to find his ground in a new institution—to orient himself in terms of his own problems. If he was just shopping around for a school, here was a contact point If he had already made Minnesota his choice, here was his starting point.

Needless to say, there were bugs The 1945–46 school year brought such rapid enrollment adjustments, it was next to impossible to obtain enough funds or qualified staff to keep pace Many qualified counselors lacked adequate university orientation themselves Nonetheless, virtually every veteran new in the university in the postwar period has been through the orientation interview Here the veterans meet the colleges, their catalogues, the channels for admission and registration, Veterans Administration requirements, the personnel offices on the campus, and so on. Right from the start of the program, this first contact became the time to explore the veteran's needs—at the time he was ready to face these needs

The University Committee on Veterans' Affairs, the original planning body, decided that all bulletins and other publicity material should carry statements directing veterans to the Bureau of Veterans' Affairs as their initial point of contact on the campus. With this unanimity of focus the coverage has been, and is, quite thorough. During some periods orientation work has taken the time of as many as ten counselors, at other times two or three can handle the load.

Personal referral plays a major role in our orientation work We do not attempt to provide the answers to such problems as suitable vocational objectives, availability of housing, possibilities of financial assistance, and opportunities for part-time employment. Having determined the desirability or need of further advisory service, our counselors make written referrals and frequently even telephone referrals directly to the office or individual equipped to provide it

SUSTAINING COUNSELING

The second counseling category, to which we have attached the name *sustaining counseling*, covers the major portion of our counseling load. By the term *sustaining counseling* we mean the counseling which is necessary for students currently enrolled in school Table I gives a sample breakdown of this load in terms of types of content or purpose of counseling interviews.

TABLE I. SUSTAINING INTERVIEWS IN THE ACADEMIC YEAR 1946-47

Purpose	Number
Change of objective	2366
P.T.P. (rehabilitation students' routine for permanent training program)	720
Academic progress	165
Special courses	550
Single-course cancellations	445
Auditor status	48
Emotional problems	18
Routine adjustment or general information (not orientation)	1384
Possible cancellation from the university	224

(At this point, I should say that occasionally I will include general considerations about the character of our veteran student body right along with a more specific development of our program.)

In educational objectives the character of our population does not differ radically from the national picture, with heavy concentrations in preparatory liberal arts work and technological subjects. But more effectively than any purely statistical breakdown of enrollment by colleges, the 2366 change-of-objective interviews conducted by the Bureau have brought into focus a major characteristic of the veteran as a student his almost insatiable desire for an objective that will insure economic security following graduation. It is true, some of these changes are readjustments of other types, ranging from emotional to shopping around. But the vast majority are studies of occupational objective changes involving usually the counseling service of the Bureau of Veterans' Affairs as well as the advisory assistance of the Student Counseling Bureau, both working with the colleges and the college counseling offices involved

These change-of-objective interviews mark a milestone in student personnel work. Mandatory counseling assistance for the veteran (the mandate coming from the Veterans Administration) concerning a change in vocational objectives should attract the attention of every educator interested in education with a purpose. Here family pressure can be distinguished from ability, talent from whim. More than that, occupational stereotypes as well as opportunities and prerequisites can be carefully explored.

As yet we are without satisfactory studies in this area, but our work leads us to support very strongly the desirability of individual guidance at the college level in changing objectives, whether for veterans or non-veterans. On the basis of a small sample, our veteran clientele is unanimous in its agreement with us. Most veterans want certainty in their objectives more than anything else in college. They must find

this certainty individually, it is true, but an adequate counseling service can do much to assist them as well as to suggest other sources for further information. Such a program should not be designed to promote dependency complexes but rather to assist in the careful planning of individual futures

Permanent training program, special course, and auditor status counseling are types of interviews more or less irrelevant here, since they are procedures based on Veterans Administration monetary controls or Public Law 16 regulations.

The question of academic progress has probably been the subject of more discussions regarding the veteran than any subject other than housing Numerous claims have been, and are being, made as to how the veteran is outshining the non-veteran scholastically At Minnesota our position is considerably more guarded. It appears that the veterans on the average do as well as, or slightly better than, the average for non-veterans This is simply a tentative and largely subjective judgment. Studies of the matter are in progress, but we are still without conclusive research evidence. The time-consuming task of matching a sufficient number of cases has prevented us from undertaking a study to date. Simply to group veterans and non-veterans for the purpose of arriving at an honor point or grade average is to ignore, among other things, the statistical implications of differences in curriculums, differences in numbers of men and women in the veteran and non-veteran categories, the effect of veterans' preference in admissions standards, and the disproportionate enrollment of veterans in certain colleges.

Members of the university staff comment, almost without exception, on the tenacity, determination, and effort of the veteran. Subjectively, the average veteran at Minnesota rates considerably above the average non-veteran. This, again, is a testimony to the crucial interest of the veteran in his educational objective.

On the other hand, we will do well to recognize that for the veteran there is academic difficulty on a not inconsiderable scale. One form of pertinent evidence we do have available here is based on our exit and non-returnee work. Later we will discuss the regular exit interview, but it is appropriate at this point to consider a category of veteran exit interviews not covered in our normal counseling program.

We have developed a non-returnee questionnaire to be mailed to each veteran who has completed a quarter or more and has failed to return to the university in subsequent quarters. A detailed, as yet unpublished study based on this kind of data for the 1946–47 academic year placed academic adjustment causes second only to financial causes as primary reasons for failure to return to the university. Housing,

illness, attendance at other schools – all fell considerably below. Well over 20 per cent indicated reasons closely connected with academic progress as their primary reasons for not returning to the university.

Another unpublished study dealing with withdrawals from the university, one we shall consider in more detail later, shows that during the fall quarter of 1946 the largest single percentage of exits was attributable directly to "academic difficulties." To the 24.9 per cent for whom this is the primary reason for withdrawal can well be added another 7.1 per cent for whom "dissatisfaction with academic environment" served as the primary reason for withdrawing. The problem of academic adjustment, therefore, produced 32 per cent of our veteran withdrawals during the fall quarter 1946, and 20 per cent of the withdrawals at the *end* of that quarter.

TABLE II. VETERANS AND NON-VETERANS ON SCHOLASTIC PROBATION BY COLLEGES, SPRING 1947

College	Veterans			Non-Veterans		
	Total Enrolled	Total on Probation	Per Cent on Probation	Total Enrolled	Total on Probation	Per Cent on Probation
S L A	5123	657	12.8	3350	221	6.6
Business	1186	328	27.6	237	14	5.9
General	1247	256	20.5	527	72	13.6
Education	662	91	13.7	814	60	7.4
Agriculture, Forestry, and Home Economics	1017	118	11.6	617	130	21.1

Another indicator of the role academic difficulty plays in the life of the student veteran is available in Table II, comparing veterans and non-veterans on probation. There is little here to warrant a conclusion of significant above-average scholastic success for veterans. A number of factors reduce the apparent seriousness of the veteran situation, however. One college, for example, permitted the student veterans to continue the full year regardless of their difficulty, "intending to give them a chance." This college's percentage of veterans on probation is, accordingly, well out of line for the spring quarter, while its non-veteran picture is normal. I think the point is sufficiently clear that there is a large category of veterans as well as non-veterans here for whom counseling facilities are essential. In all such cases the closest cooperation between student personnel, college counseling, and student work committee offices is essential.

A third category of sustaining counseling indicated in Table I is

that based on emotional problems The functions of the Bureau of Veterans' Affairs were never intended to replace or duplicate those of any other existing university agency It is therefore possible that the eighteen cases listed as "emotional" in no way represent the actual number of emotional problems involving veterans that have come to the attention of university personnel agencies. Our procedure in such cases is simply to transfer the problem by a carefully executed referral to the Student Counseling Bureau.

This seems an appropriate point to comment on the over-all stability of the veteran population in the institution The general tenor of subjective comment on the part of the university staff dealing with veterans, while recognizing them as assertive, commends them for their maturity and stability It is true that 32 per cent of our veterans are married and that the average age of the veteran is several years above that of the non-veteran. In any case, the over-all effect, as I shall point out later, is to stabilize the emotional tone of the entire campus, even in its most superficial aspects The *firecracker-throwing* freshman and shaggy-haired radical are looked upon, when they exist, almost as museum pieces

The final category of sustaining counseling is what might be considered a routine means of dispensing information and solving minor problems through a personnel channel I intend to discuss the subject of school spirit at greater length in the conclusion of this paper, but I should like to give a few illustrations here to demonstrate how this personalized information giving is not simply a matter of solving incidental individual problems It frequently makes the institution's over-all job easier through promoting good public relations and high student morale

Here is one illustration of how this type of counseling, centralized in a university personnel office, operates. For reasons we need not go into here, the University of Minnesota (like most other land-grant, non-profit universities) collects nonresident tuition from the Veterans Administration for each veteran enrolled in the university in the regular school year When certain implications of this were first made public to the students, mass meetings of protest were held The student paper and student veterans' organizations immediately demanded clarification of the point The president of the university issued a printed statement which was distributed to each student veteran's post office box. Numerous explanatory articles appeared in the student newspaper. Student opinion responded splendidly. Even so, in the past year, we have had no fewer than five hundred students ask individually, in tones ranging from friendly to belligerent, for clarification of this matter.

Each had the feeling that a grave injustice was being done Without exception these veterans recognized the legitimacy of the university's position once the counselor was able to explain the matter.

In another instance, it is realistic to recognize that the enormous influx of students has placed a terrific burden on the institution's teaching staff in connection with actual teaching work. The possibility for faculty counseling has in some instances, therefore, been reduced, while the demand for such counseling has actually increased. The Bureau frequently has been able to assist college faculties in this matter—upon the approval of these faculties, of course.

In general we have found it desirable to use our most experienced counselors in our work with enrolled students, since students in academic difficulty, apart from needing immediate assistance in that connection, may be potential exit or even emotional cases These problems, moreover, are frequently ones created by numerous university and Veterans Administration regulations, calling for considerable familiarity on the part of the counselor with these regulations.

These counseling cases are almost invariably handled on an appointment basis, with a half hour allotted to each. Interview notes are kept for each veteran in separate case files In addition to the interview notes, these files contain students' grade reports, personal data sheets, any special reports received from college students' work committees, test data, or any other pertinent material

EXIT INTERVIEWING

Our volume of work has necessitated clear-cut operating criteria Three fundamental principles govern our exit counseling procedure· (1) through a single office, every effort should be made to contact the student *before* he leaves the university, (2) the exit interview should be highly personalized in an attempt to search out the underlying problems (cumulative records are particularly important at this point), (3) any involved therapy should be beyond the scope of exit counseling, and efforts should be made to handle it through referral to specialized counselors.

It should be pointed out that it is particularly important in exit counseling to avoid the assumption that every student should, or can, be persuaded to remain in school.

The work in exit interviewing at the University of Minnesota, while still in a pioneering stage, has also produced three general objectives for the interviewing of students wishing to cancel out of the university (1) an attempt should be made to discover the nature of the problem, and whenever desirable a solution to it should be sought,

(2) an effort should be made to promote post-cancellation adjustments; (3) the interview has a public relations function which is only beginning to be tapped. We have found that excessive enrollments and difficulties of program planning are frequently superficial causes of bitter criticism This interview provides an opportunity for the student to "blow off steam" and for the counselor to explain pertinent institutional policies The objectification of the student's problem is basic here. Table III is pertinent in this regard.

TABLE III ATTITUDES OF STUDENT VETERANS WITHDRAWING FROM THE UNIVERSITY, FALL QUARTER 1946

Attitude	Number	Per Cent
Definitely will return, hopes or expects to return	258	37.1
Does not expect to return	168	24.2
Student dissatisfied with university	31	4.5
Bears ill will against the university	7	1
Question unanswered or answer unclassifiable	231	33.2

This attitudinal study would seem to suggest the success attained in this third objective in the fall quarter 1946 Even if we consider only the desire to find a scapegoat for academic failure in this period of educational pressure, the outcome seems remarkably favorable. It is impossible, however, to make a statement on the relative value of the procedure since no comparative figures are available for non-veteran students who are not processed in this manner, or for those few veterans who will not go through the established exit interview.

As a matter of general interest, I should like to conclude this consideration by presenting the distribution of primary reasons for student veteran withdrawal during the fall quarter 1946 Table IV shows rather

TABLE IV PRIMARY REASONS FOR STUDENT VETERAN WITHDRAWAL, FALL QUARTER 1946

Reason	Number	Per Cent
Academic difficulties	173	24.9
Employment (to accept a specific position)	82	11.8
Personal problems	61	8.9
Personal health	58	8.5
Dissatisfaction with academic environment	49	7.1
Financial problems	46	6.7
Housing problems	18	2.6
Transfer to another institution on the college level or to on-the-job training	14	2.0
Personality maladjustment	6	9
Completed courses	2	.3
No specific reason given (unknown)	177	25.8

clearly that academic difficulties accounted for about one fourth of the cancellations during the fall quarter of 1946, whereas employment took only one tenth of the veterans away from school during the quarter

CONCLUSION

This covers rather completely the established counseling program of the Bureau of Veterans' Affairs In the course of the program we have, of course, assumed many responsibilities based upon Veterans Administration regulations, some of which have facilitated and some of which have hampered the setting up of certain of our procedures We have also attempted to explore further the possibility of aiding veterans through follow-up work and have considered in a tentative manner the development of a program of community social assistance referrals involving public agencies, particularly in the Twin Cities area The implications of such a referral procedure must be carefully studied, however, and it follows that the program will inevitably be slow in developing In a larger sense we have also had the opportunity of developing closer ties with college counseling programs, many of which have grown right along with ours All of us participating in this program realize that the work with veterans thus far sets many precedents for new developments in personnel work with non-veterans

In concluding, I should like to turn to a consideration which seems to me particularly pertinent to this general subject of veterans as students An increasing concern is being expressed in college newspapers, humor magazines, and other types of student publications about what is apparently an unprecedented lull in school spirit I suggest that possibly our measures of school spirit are as outdated as the raccoon coat and "The Sweetheart of Sigma Chi." This does not seem unreasonable We take algebra, geometry, and chemistry for granted as high school subjects. Yet many of us are unwilling to recognize that the rah-rah school spirit of the 1920s has increasingly become a part of normal high school life and decreasingly a part of college life. Mature school spirit appears to be revealing itself in terms of the extent to which the student is able to achieve total self and group realization within the institution. The implications of this for extraclass programs, whether all-university or individual college in organization, are enormous

At this juncture it is difficult to say whether or not the presence of veterans on the campus is a causal factor in the maturing of the concept of school spirit. To my knowledge no studies have been made to evaluate this development Student demands upon the personnel services are probably the major index of it At the Bureau of Veterans'

Affairs we have felt very strongly the desire of the veteran to become a part of the institution in a realistic manner Such an interest challenges us to think in terms of the social competence of our students, far beyond mere professional competence. Accordingly, it may well become axiomatic in educational circles that the extent to which a student considers himself to be a part of a university will be in direct proportion to the extent to which the institution provides opportunities for total development out of as well as in class Obviously, the implications of this position would make a new era in higher education It may be that this will be the permanent mark of the veterans of World War II upon higher education.

Part VII

SPECIAL PERSONNEL SERVICES

Trends in Counseling the Foreign Student

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A SURVEY of students from abroad in 1946–47 showed a counted total of 15,350. The actual total was estimated as 17,000. This counted total represented a 100 per cent increase over the ten-year average of 7675 students from 1934 to 1944 and an increase of about 34 per cent over the 1945–46 figure of 10,341 students. Other thousands of students waited in their homelands eager to reach the United States, but they were held back by the lack of available American dollars, the increasing costs of education in the United States, and the increasingly restrictive admission policy of many American universities

On the basis of recent reports showing a decline in the number of foreign students State Department officials feel that the peak in students from abroad has been reached and point to Russia as the reason Rumors that thousands of students from countries bordering the Soviet Union are now studying in Russian schools are ominous in their portent, but they seem to have little basis in fact. Students from these countries deny the possibility and the State Department has apparently forgotten that 1946–47 was a peak year. The plain fact seems to be that the lack of financial resources for educational purposes is responsible for the decline in the number of students entering the United States.

Those persons who forecast a possible 50,000 foreign students in the United States by 1950 feel a little taken aback and have retired to their tabulators to make another estimate. Actually the 50,000 figure was rather conservative when viewed in light of the war years' statistics While the number of students from Europe and Asia dropped steadily from 1941 to 1945, those from the "other Americas" increased rapidly. If the number of students coming to the United States from other areas between 1945 and 1950 were to increase in proportion to the increase

from the "Americas" during the war years, 80,000 students from Asia and Europe alone would enter the United States. Despite the present decline in the number of students coming to the United States, the foreign student population in universities and colleges is now at an all-time high. Thirteen of the fourteen universities reporting the top enrollments in 1946 reported increases in their foreign student enrollment for 1947.

What has been the reaction of colleges and universities to this influx of students from other lands? For one thing there has been an increasing emphasis on the need for full-time personnel to work with foreign students on those college campuses where the concentration exists. In 1942 there were about one hundred such persons, by 1946 this had increased to four hundred (4) Beyond the provision of full-time foreign student advisers there has been an increasing awareness of the widely diverse problems which the foreign student brings to the college campus. The idea is not new that this flood of students from overseas brings an unparalleled opportunity to work toward understanding among peoples and at the same time focuses the spotlight of investigation on our own festering sore spots of undemocratic behavior.

BASIC PHILOSOPHY FOR COUNSELING THE FOREIGN STUDENT

It seems agreed that the efforts of counselors, teachers, and college administrators should be measured in terms of what is contributed to the education of the student. There is wide disagreement, however, concerning the methods by which the educative process can best be facilitated. Maximum learning situations have always been thought of in terms of reaction between individuals, whether it be the reaction of thirty different individuals to a professional lecture or the interaction between two individuals in a face-to-face counseling situation.

Dennis (1) in 1944 called attention to three distinct attitudes in institutions of higher learning in regard to the counseling of foreign students (1) a well-worked-out system, (2) personal relations with no suggestion of "system," and (3) complete indifference. The past three years have shown marked developments beyond this classification. Actually, few universities have ever been completely indifferent to the problem, rather they were convinced that the student from another country was not in particular need of any special assistance, that the best and quickest way to fit him into the environment was to make him conform to the pattern of the American student. This concept brings to mind the issue of G I. clothing during the war, only one size was available "too large." At the opposite end of the scale is the idea that the foreign student is a being so entirely set apart that each

of his problems is a special one calling for a special solution and special personnel – even that you must deal with him in his own language to be able to assist in the solution of his problem Obviously this spoon-feeding process leaves little room for growth in any direction; it merely provides for a succession of levels of counselee instruction

Between these extremes lies a tenable viewpoint It is predicated on the recognition of certain group techniques and therapies as valuable and on the realization that their full value is available only as the needs of individual students are determined and analyzed through face-to-face counseling interviews.

OBJECTIVES OF FOREIGN STUDENT COUNSELING

In order to get a complete picture of the counseling program for foreign students as it has been conceived at the University of Minnesota, it is necessary to review briefly the objectives of the program. These aims, broadly viewed, are three in number, all of them directed at the major purpose of aiding the student to adjust to his new environment so that his educational development may proceed at the maximum rate consistent with his own increased understanding of himself, his environment, his aims, and his abilities.

First, interaction must be taking place between the counselor and the student so that satisfactory adjustments to the student's problems are being made. Second, a part of counseling, of course, is the manipulation by the counselor of the environment to assist him in his task As a part of the administrative structure of the university, the counselor provides the integrative force to pull together and make maximum use of the various programs for the foreign student existing on the campus. Third, the counselor, through the foreign student group, attempts to make adequate provision for the education of campus and community to the values of this group in the community

SCOPE OF A COMPREHENSIVE PROGRAM OF FOREIGN STUDENT COUNSELING

Usually we think of a counselor as one who assists the student to adjust to changes in his environment by skillful use of the interview situation This interview is envisioned as being a two-way exchange of ideas in the private office of the counselor, where conditions are conducive to establishing rapport

It is probably somewhat surprising to learn, then, that the foreign student counselor may have been working with a student for two or three years without having had a formal interview. In no other field of counseling do correspondence, telephone, and telegraph play so

large a role The foreign student calls on the counselor to assist him in his financial, housing, or academic problems from halfway around the world. With this idea in mind let us examine the different areas within which the foreign student adviser will be working.

Admissions. With the marked increase in the number of students from other countries applying for admission, the problem of selection becomes an increasingly important one It is desirable to admit not only those students best fitted academically but also those most likely to profit from their study in this country in view of mental, physical, and personal factors. The admissions office stands in a key place for establishing relationships between the foreign student adviser and the foreign student. It should be one of the primary purposes of the admissions office to funnel all foreign students to the adviser's office for an interview as soon as the student arrives at the university. The groundwork for this referral, however, is laid far in advance of the student's arrival through letters of welcome and assistance from the foreign student adviser as soon as the student is accepted.

Housing. The shortage of housing facilities for foreign students will continue to be one of the most critical problems for some time to come. Some of the larger universities where international houses have been established may have thought that their difficulties were over; actually, experience has shown that the large international house is no solution to the many interrelated problems centered in housing The University of Minnesota has been experimenting during the past year with a number of small privately owned rooming houses in which American and foreign students room together, providing an opportunity to break down prejudices, speed the language transition, and assist in the orientation of the student The Student Housing Bureau maintains one counselor who devotes her entire time to the special problem of placing foreign students, and the Housing Bureau's field workers are constantly educating and encouraging householders to accept foreign students without restriction.

Financial counseling. If one were to approach these matters in order of volume, the problem of finances would probably rank number one Almost two thirds of the foreign student group will require financial counseling in some respect. Current world conditions are causing even the government-financed student anxiety In addition to ruinous rates of exchange or the lack of any exchange privileges at all, the student faces the problem of increased living costs, higher tuition fees, and fewer opportunities to supplement his income by private earnings.

To offset these problems many universities offer extensive scholarship opportunities. Since these rarely cover more than tuition fees,

grants-in-aid or adequate funds for short-term loans should be available. There is a real need to provide emergency funds for scholarship grants to deserving foreign students.

Orientation. There are three major phases in the orientation of the foreign student. The first of these, as pointed out in the section on admissions, is the period between the student's admission to the university and his arrival at the university. This period, varying from a month to as long as two or three years, offers the foreign student adviser an opportunity to establish a sound basis for a successful relationship with the student. Most foreign student advisers send an official welcome to the student from the university and invite him to take advantage of their services. Iowa State College, for example, sends descriptive materials abroad that will assist the student in making his trip to the United States and in establishing friendly contacts immediately upon his arrival at the university (3).

The second phase of orientation begins when the student arrives. The counselor spends at least an hour with him procuring basic information and giving him a general idea of the objectives of the program. In cooperation with other campus agencies, an orientation weekend is held early in the fall at which the student has the opportunity to learn more about the campus and community in which he is living and enjoy informal relationships with faculty, students, and townspeople. A follow-up interview held from four to eight weeks after the first interview permits the counselor to get better acquainted with the student and provides an opportunity for the student to discuss his first few weeks at the university.

The orientation of the student thereafter follows a more diffuse pattern, since he has become pretty well established in at least one social or cultural group by the end of a quarter at the university. From time to time he will require orientation counseling on matters of a personal nature, but most of his needs in relation to social problems are now handled through contacts with American students, his own group, or informal contacts with the adviser.

Problems relating to legal status. The immigrant status of the foreign student requires him to abide by certain federal regulations. In addition, government officials in his own country require numerous reports and certification letters to maintain his official status. The adviser must be prepared to interpret the problem of the student as it relates to these regulations in many areas since there is scarcely a phase of the program unaffected. The foreign student must get permission from the Immigration Service to work, to change schools, to extend the period of his study, and to drop below a certain minimum level of

credits The foreign student adviser will do well in this area to establish a close working relationship with the government agency involved This requires skillful re-education of his clients because many of them regard the immigration officials as persons to be avoided. Actually, the only way the full benefit of the regulations can be obtained is by this close working relationship.

Academic problems. One of the most difficult problems encountered in foreign student counseling has its basis in the student's lack of an adequate knowledge of English. Many universities have initiated special English courses for foreign students. The State Department has set up cultural centers at Mills College, the University of Michigan, the University of North Carolina, the University of Texas, and the University of Mexico, where students may take intensive training in English when they first enter the United States. The College Entrance Examination Board has constructed a test to be used in determining the language handicaps of foreign students in order that colleges may be more selective.

Nonetheless, good students with an inadequate knowledge of English will always be with us, and no single level of instruction will meet the needs of a group of this complexity Although the University of Michigan and the University of California, among others, have set up rather comprehensive programs in this field, the ideal situation does not yet seem to have been found. Present indications are that a counselor trained specifically in linguistics and speech should interview all students on arrival at the university to determine the specific nature of their English problems. Each student should then be assigned to one of several levels of instruction, depending on the size and complexity of the group. Working in conjunction with the Housing Bureau, the counselor places the student in a rooming house that provides the maximum opportunity for practice and improvement in English. In addition to classroom instruction, the counselor depends on the individual interview to aid students needing the most assistance or to provide an opportunity for consolidating the more general instruction given in groups.

Advising on curricular matters is obviously a function of the major adviser or of the college and departmental adviser. Problems in this area, however, are intimately related to other problems of the student, and it is only when all factors have been considered and a commonality of purpose exists that a satisfactory solution can be reached The provision of adequate counseling services in the area of non-curricular problems has freed the major adviser from these problems so that he

may devote more time to doing an adequate job of curricular advising This should include acquainting the foreign student with the wide variety of study techniques and the so-called objective examination In this area all teachers on campus can assist in the program by identifying foreign students and talking over with them the important aspects of individual courses.

Campus and community relationships Thus far we have emphasized the one-to-one relationship of counselor and counselee The second and third objectives of foreign student counseling emphasize the group relationship The placement of the foreign student adviser's office within the framework of the Dean of Students' office puts the adviser in a strategic position to establish a maximum number of contacts with all agencies interested in foreign students The student organizations which welcome the affiliation of foreign students are assisting greatly in the assimilation of the foreign student into campus life. The formation of a Foreign Student Council on the self-government level promotes closer relationships among groups and provides an over-all integration of the program on a more individualized level This is especially effective for the purpose of orienting newer members of the foreign student group

We witness many instances of the entire community's mobilizing to see that all the foreign students get invited into homes on Thanksgiving Day or Christmas This is one of the first steps in community relations, of course, and is not to be discouraged. The real proof of success in a program of integration into community life, however, is not that we are able to get all foreign students into some home on a particular holiday by mobilizing the Junior Chamber of Commerce and Rotary Club, real success is achieved when such measures are not needed because the foreign students are being assimilated into the community on such occasions through the channels of regular relationships

The prospect of educating the campus and the community through the medium of the foreign student is an idea that appeals to most persons engaged in the business of education. The presence of such a variety of cultural and professional resources is a challenge to utilize them to the utmost. The education of the American public to an appreciation of other peoples and other cultures has been too long neglected, and we welcome the opportunity to do an outstanding job in this area The administrative placement is perfect, contacts are being established and strengthened "Education and World Tragedy" can become "Education for World Responsibility" if we are willing to forge ahead

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Marriage Counseling of Students

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IT IS only within the last half-dozen years that counseling in premarital and marital problems has become a part of many college and community programs. The greatly increased divorce rate has focused public attention on the problems of marital adjustment. For some twenty-five or thirty years attention has been concentrated on the problems of divorce; only recently has "marriage, the chief cause of divorce" received major emphasis (6).

Many organizations have a stake in marriage counseling. Churches, schools and colleges, family welfare agencies, legal aid societies, planned parenthood centers, social hygiene associations, medical clinics, and child guidance centers, all offer such counseling services to communities. The first marriage counseling center was organized by Dr. Paul Popenoe in Los Angeles in 1930 It was called the Institute of Family Relations and operated three main departments· personal service, public

education, and research (2). In 1932 a marriage and family guidance service called the Marriage Council was established in Philadelphia under the direction of Emily H Mudd. The service was meant "especially for young persons before marriage and for young married couples in the first few years of their marriage" (2). By 1945 there were more than forty such centers (11).

In the late 1930s a number of colleges began adding informal discussion groups and courses in education for marriage, marriage problems, and family life Previously the various aspects of marriage and family life had been taught in departments of sociology, home economics, psychology, philosophy, and biology. Today many colleges and universities are offering courses in preparation for marriage and family life directed toward life situations and experiences at the undergraduate level and carrying academic credit An account of the variety of ways different institutions have organized work in this field is presented in a recent article, "Teaching College Marriage Courses — A Symposium" (9). Educators responsible for secondary school curriculums are beginning to realize the importance of including this type of education in high schools if the majority of young people are to benefit from it (10).

As students sought to answer individual problems, conferences developed as a part of the teaching of marriage courses and a great deal of informal, unpatterned counseling developed (4). Much of this counseling has centered around premarital problems — e g, "going steady," length of engagement, choosing a mate, difficulties arising in planning interfaith marriages. Most of the counseling in colleges and universities is still of this informal kind, with an occasional referral to a center offering a specialized service Few institutions are using evaluation techniques and measurements to help discover social and psychological characteristics which might account for the variability in marital happiness.

According to Burgess and Cottrell, "Past research in marriage has proceeded from the assumption that variables of a social and psychological character present before marriage could be found which would account for the variability in marital happiness of couples and that accordingly their identification would allow for the prediction of marital success or failure" (7) The early work of Terman and of Burgess and Cottrell was based on this assumption (12) According to Burgess and Walker in their study of engaged couples, "measures of adjustment in engagement and after three years of marriage of 505 couples, were found to be significantly associated" — thus giving prediction of adjustment in marriage from adjustment in engagement (8).

Adams has used predictive devices with engaged couples at Pennsylvania State College to forecast marital happiness. Similarity of profile and scores on ten "crucial traits" are the basis for his predictions (1).

Perhaps it will be of interest to note some of the responses to letters we wrote a few weeks ago seeking information about marriage counseling in a dozen or more colleges and universities. Dr. Henry Bowman of Stephens College reports a fall enrollment of 525 students in marriage education The four instructors do a good deal of marriage counseling, although they are "not organized as a clinic." Cases are referred to them by dormitory counselors, psychologists, and "other similar staff members," and they make special case referrals to others. No evaluation devices have been used by the four instructors. Psychological tests are used by "psychologists to whom special cases may be referred."

The University of Texas reports one course for the "purpose of premarital instruction." This is a religion course called "Marriage and Morals." There is no organized "premarital counseling service." Church centers and other outside yet related organizations give counseling service to a great many students contemplating marriage. The agencies often recommend medical examination, for which the students go to the university health center, and "perhaps psychological tests which are available to them at the Testing and Guidance Bureau "

Dr. Reuben Hill at Iowa State College reports that their counseling in premarital and marital problems began "in 1945 with students in sociology and the family and later in marriage and the family." He adds "Counseling is limited pretty largely to self-referrals from our classes and to occasional referrals from instructors in home economics and education. Our relationship to vocational and scholastic counseling is informal and largely telephonic. The veterans' counseling service supplies current counseling beyond the vocational to include personal and marital problems. The home economics division has recently added a trained counselor who accepts a wide variety of cases, including those concerned with premarital and marital problems." In connection with teaching the marriage course Dr Hill sees between fifty and a hundred students a year in consultation, most of them for one conference only "The method is most frequently non-directive—listening, encouraging, non-judgmental, and supportive only in the sense of reassurance Most problems consist of redefining the situation in such a way that it lends itself to solution through the counselee's own devices and resources. Rarely do I find it helpful to ask the personnel bureau for psychological scores on the counselee. Engagement tests and marital adjustment tests are used on occasion and prove helpful."

From the University of Indiana Mrs. Kate Hevner Mueller reports

that marriage counseling is done informally both in the psychological clinic and in other personal counseling agencies, by residence hall counselors, junior division counselors, and others. There is no one designated as marriage counselor, however, talks by specialists in the field of marriage education are included in the vocational or career conferences held every spring.

The University of Michigan reports that premarital and marital counseling is done by the mental hygiene department of the university.

MARRIAGE COUNSELING AT THE UNIVERSITY OF MINNESOTA

History. For many years various people and organizations at the University of Minnesota have been concerned with problems of premarriage and marriage. Certain organizations have offered extracurricular courses on marriage, and many different individuals have done informal marriage counseling In 1943 a committee was established by the president to coordinate these activities and to investigate the curricular possibilities for work in the field. At that time student demand led the committee in two directions They set up a course in preparation for marriage and, realizing that the war was creating many marriage questions, conceived the idea of having a marriage counselor in the Student Counseling Bureau. They thought the same individual might do both jobs, teaching half time and counseling half time.

In the fall of 1944 a course on marriage was listed in the class schedule but was canceled when the instructor resigned In 1945 an instructor was obtained for the combination position In the meantime, the direction of the work had been put in the hands of the subcommittee on personnel adjustment of the General Education Committee. Among the elements of general education considered by this committee was the acquisition of "knowledge and attitudes basic to a satisfying life" (5). The subcommittee continued to emphasize the need for both curricular and counseling activities in the field of marriage.

Therefore, any discussion of marriage counseling at the University of Minnesota must include some brief comment on growth in the course. Offered in the Family Life sequence of the General Studies section of the College of Science, Literature, and the Arts, the course was called Preparation for Marriage. In the fall quarter of 1945 thirty students registered for it. In the fall quarter of 1947 eight sections of forty students each were registered, and of these 125 were men.

The development of counseling in marriage has followed rather closely the changes in the course In 1946–47 there were two additional course instructors who had no connection with the Counseling Bureau. At the present time there are three counselors who also teach some

sections of the course. All of these counselors also work with students who come to the Bureau for other counseling services It is expected that as the program continues to grow, students will come to look upon marriage counseling as a normal function of the personnel program and use it freely, and that other counselors and personnel agencies will refer students with marriage problems to the Bureau. The services of the marriage counselors are available to any student at the university.

The accompanying table summarizes the number of marital cases seen in the Counseling Bureau during the past two years. There is no accurate record of the types of problems the students presented. For some there is no systematized record at all. In a very general way one can summarize the types of problems as follows

Premarital problems
- 15 Dating, petting, social problems
- 32 Indecision about marriage
- 17 Religious differences
- 13 Attitude of parents
- 21 Questions of information and premarital examination
- 8 Broken affairs or engagements
- 3 Work after marriage

Marital difficulties
- 10 Money
- 4 Divorce
- 2 Child

The meaning of these categories can be illustrated with a few examples

Young man is baffled by his fiancée's constant delaying action in regard to marriage. He wants to get behind it, fight it, try to get her to seek help for what he believes is her fear and immaturity.

Young woman is worried about her normalcy She finds that she likes dating but has never found anyone who appealed to her strongly – yet all her friends are going steady, becoming engaged, or marrying.

Student from family of many ministers is worried about how she will adjust to her fiancé's Catholicism and the problem the difference presents.

Student experiencing great conflict over sexual matters lack of information, masturbation, premarital coitus.

Girl with deep anxiety about broken engagement.

Man acutely disturbed over demand of his wife for a divorce.

Veteran concerned about his marriage which he feels was forced upon him.

Procedures. The procedures for marriage counseling at the University of Minnesota are still in the planning and experimental stage and can be stated at present only in the broadest terms Attempting to understand and help one individual as he interacts with his family, his

SUMMARY OF MARRIAGE CASES IN UNIVERSITY OF MINNESOTA
STUDENT COUNSELING BUREAU, 1945–47

	Referrals from Marriage Course *	Counseling Bureau Cases	Total	Men	Women
1945–46					
Fall	17	5	22	0	22
Winter	23	16	39	9	30
Spring	30	13	43	11	32
1946–47					
Fall	?	?	?	?	?
Winter	38	14	52	14	38
Spring	27	15	42	16	26
Total	135	63	198	50	148

* Students' written reasons for taking the course clearly indicate that many of them have problems which could only be approached through counseling. The following statements serve to illustrate this point (1) I hope to get help in convincing my parents that students can make a successful marriage (2) What chance does our coming marriage have of succeeding in the light of the present situation? (3) My being a senior and my fiancé being a freshman with five years of school left (4) Trouble in my family so would like to do better in my marriage (5) What can be done with a fellow's dominating mother who wants to be with him all the time? (6) To learn if my physical handicap will interfere with my marriage as it does with my getting a job (7) Just been married and want to know how to run my home. (8) Just divorced and want to understand how to build a permanent marriage

fellow students, his teachers, and all the rest of his environment is so complicated that the best psychiatric and psychological knowledge and experience have only begun to scratch the surface Attempting to understand and help two young people contemplating marriage can sometimes be at least doubly complicated, so that only the charlatan could approach the situation without considerable humility and caution.

Although marriage counseling is new at the University of Minnesota, counseling is not, and there is a wealth of experience to draw upon How does the present marriage counseling program fit into the over-all picture, and what are its specific responsibilities to its clients? What techniques are used, and what are the goals of the program?

The chief objective of the program is to help the individual or couple arrive at the best possible adjustment, one that will mean the greatest measure of happiness for them, whether it includes marriage or not Any subgoals of research or experimentation are oriented toward this chief goal.

The techniques a marriage counselor uses depend upon the counselor and the situation he faces. As Williamson (13) has pointed out, counseling at the University of Minnesota is eclectic Where the counselor finds himself on the "directive–non-directive" continuum (15)

depends on his training and philosophy and the situation which confronts him How much the counselor uses tests depends upon how much he and the client can use test results for the client's benefit. Marriage counselors, like other counselors at Minnesota, do not follow a one-method system.

Students take the lead in working through their own problems as much as possible. However, we do not hesitate to mention an area of possible conflict if we think it exists and if we think the student is not aware of it We do not *tell* the students that they have a problem in a certain area, but if we have a "lead" (from the case history, from the interview, from a hunch about certain test results), the matter is brought up for discussion and for the student's consideration

No one bit of information is ever used independently, an attempt is made to interpret it as it fits into the total picture. For example, research has shown that those individuals who come from broken or unhappy homes are more likely, on the average, to have an unhappy marriage. But for any one individual an unhappy home life as a child does not necessarily doom his marriage to failure The individual from an unhappy home can be more emotionally mature than the average, depending upon all the other factors that have contributed to his personality development, he may have overcompensated in this area in which he feels deficient.

The marriage counselors do not advise anybody to get married or not to get married We listen to the students talk and try to help them gain insight in the working through of their problems. We try to help them see their strong as well as their weak points. We give factual information when it is requested We suggest certain topics for discussion We do our best to help the student make his own decisions in a more objective and more mature way, but the decisions are left entirely up to him

The marriage counselors have their offices in the Student Counseling Bureau, and they are an integral part of the student personnel program They have the facilities of the Bureau and all other personnel agencies within easy reach for consultation and referral

Although the problems of the individual contemplating marriage may fall into a special category, marriage counselors attempt to be of assistance to the "whole individual" rather than in the area of marriage alone. The roots of a marital or premarital problem may lie in an area which the client does not associate directly with his marital adjustment. For example, the client may feel uneasy about going into marriage because of a more basic, more general feeling of insecurity. Or the client who "just isn't ready" for marriage may feel that way

because he has not "found" himself educationally and vocationally. Marriage counselors are trained in psychology and counseling and may be of assistance to the client with emotional, educational, or vocational problems But when the marriage counselor feels that a client can be better assisted in solving his problems by some other counselor or agency, the matter of referral is easily and naturally accomplished For example, the counselor may refer the client with a deep-seated emotional problem to the Mental Hygiene Clinic. The student who seeks to develop his social skills can be referred to the Student Activities Bureau and to the program consultants in the Student Union. Medical problems are referred to physicians in the Student Health Service. Senior counselors within the Bureau specialize in certain types of problems and are often of assistance, either in conference or through referral

Counseling concerning premarital and marital problems is also done in many other places on the campus. The instructor in the General College course, Home Life Orientation, sees about 50 per cent of her students in an informal counseling situation Their problems are connected with family adjustments as well as with marriage The Arts college teachers not on the staff of the Student Counseling Bureau have many individual contacts with students, and they estimate that at least two thirds of these interviews could be considered of a counseling nature The dormitory counselors see students concerning premarital problems, and some of them have become aware of the value of sending some students to the Student Counseling Bureau The student often expresses an interest in talking with a *married* counselor. Medical problems, both premarital and marital, are handled by the Student Health Service.

Although no definite pattern is followed in marital and premarital counseling at Minnesota, there are certain steps which are basic to many types of counseling. establishing rapport, analysis, diagnosis, treatment, prognosis, and follow-up. These steps are used in most marriage counseling but do not necessarily occur in the order listed

Establishing rapport. For this there are no general rules that will fit all situations or all counselors, but every counselor knows that when rapport is not good, when counselor and client do not "click" in their mutual search for solutions to problems, counseling is ineffective and the relationship is soon brought to a close Establishing rapport is a continuous process, lasting throughout the counseling relationship, it is not something magical which happens or does not happen in the first few minutes of the interview.

"Needless to say, the counselor must have a deserved reputation for

competence, kindliness, respect for the student's individuality, and the keeping of confidences, or the student will not cooperate in the counseling process" (14) The keeping of confidences is especially important for the marriage counselor, since his clients' problems are likely to be of a highly personal nature.

Analysis The counselor collects from many sources data which will help him to understand the student and the student to understand himself. These data may come from the interview, as the client talks through his problems, from the case history, if the couples have been asked to write one, and from any tests that have been administered.

Diagnosis By diagnosis is meant the conclusions reached concerning the character and causes of any problems exhibited by the client. The end result of diagnosis may be that the individual or couple falls into Bordin's "No Problem" category (3). A normal, well-adjusted, compatible couple may visit the counselor just to "play safe" or to get his opinion concerning their plans.

Treatment Counseling or treatment refers to all steps taken by the clients and the counselor to bring about adjustment and readjustment It was pointed out above that the techniques of counseling depend upon the counselor and the situation he faces, but the goal of the techniques is to help the couple gain insight into their own behavior, view themselves more objectively, and make up their own minds about the course of action they will take.

Prognosis Prognosis is the prediction of the possible outcome of the couple's proposed plan of action On the basis of all the data he has collected, the marriage counselor attempts to predict what factors are likely to cause conflict or poor adjustment and what factors are likely to lead to good adjustment. The counselor writes the prognosis into his case notes so that data will be available for follow-up and evaluation.

Follow-up. Follow-up includes all steps taken to assist clients with new problems or with recurrences of original problems, and also what is done to evaluate the effectiveness of counseling. Plans are in formation for a follow-up study of married couples who during their engagement or courtship conferred with the marriage counselors at the University of Minnesota

AN EXPERIMENT

Shortly after the beginning of the school year, the counselor-teachers made the announcement to their classes that a program of marriage counseling had been initiated and that the services of the marriage counselors would be available to the students enrolled in the classes. Those students who were engaged or seriously considering marriage

were invited to participate in an experimental program which was outlined to them. Participation in the program was entirely voluntary, of course.

The procedures for the experiment have been standardized somewhat Each student is asked to write a case history based on items which the researches of Terman (12) and of Burgess and Cottrell (7) and others have shown to be significantly related to marital happiness Each student takes a battery of tests, including the Ohio Psychological Examination, the Strong Vocational Interest Test for Men, the Minnesota Multiphasic Personality Inventory, the Allport-Vernon Scale of Values, and the Jurgensen Classification Inventory. Students are invited to return to the counselor for conference after they have completed the testing

The test scores may serve as a point of departure in discussing certain problems with the student. There is not enough research in testing in marriage counseling to say just what the results of the tests we are using mean for the population with which we are dealing. Certain great differences in patterns between members of a couple indicate areas for discussion and thought. A follow-up of this sampling after marriage is planned.

GROUP DISCUSSIONS

During the past two years the counselors and instructors have made a great many group contacts. They have talked with campus groups (religious and fraternity groups in particular) and with several community organizations These contacts have resulted in individual appointments The possibilities of group therapy need further exploration.

Group discussions, forums, and panels dealing with marriage problems, ranging from bull sessions to formalized meetings, are common on many campuses. A good deal of indirect and informal counseling goes on in many such groups—its value depending, of course, upon the leadership, participation, and conditions under which such groups meet. Very often the particular conventions, traditions, and social patterns on a campus are influenced by such groups The degree of freedom individuals feel in expressing real feelings and ideas probably determines how significant such group counseling really becomes

How stimulating to further thought and questions can such groups be? This area of counseling has been explored in some of our teaching devices in the marriage courses, where student panels have discussed questions submitted by class members. It seems to be especially effective when the problems and questions are within the areas of student experience and the discussion is backed by preparation from source material provided in course readings. One of the most important ado-

lescent student problems is expressed in the question, How do my ideas on dating and courtship practices fit into the social mores of the group? Judging from the individual conferences after such group discussions, they have produced changes in individual thinking in terms of information and knowledge, freedom to express real feelings, insight, and perspective.

STUDENT VERSUS COMMUNITY MARRIAGE COUNSELING

Judging from the historical data, the current information gathered by letter from a number of colleges, and the short two years of experience at Minnesota in marriage counseling, premarital problems form the basis for most of the marriage counseling with students However, if the parent-child conflict cases that appear in personal and vocational problem areas were added to the picture, the type of case load might well be weighted otherwise.

In general, marriage counseling in community centers and services rendered by particular agencies in the community tend to deal more with marital conflict and its results on family life, though certainly the preventive mental hygiene point of view is spreading. Student counseling deals more with education for happiness in marriage, with the solution of problems which adolescents face in dating, courtship, engagement, and early marriage, so that greater and more lasting happiness may be possible in marriage—thus beginning the cycle again in creating happy homes for the next generation.

THE FUTURE

It is difficult to look ahead and try to visualize what progress marriage counseling will have made by the end of the next twenty-five years, because it is still so much in its infancy. Perhaps it will be better to state the following goals toward which effort needs to be directed (1) The continued education of students, faculty, and administrative officers in the philosophy of counseling, which includes premarital and marital adjustment as one of the many aspects of the individual's total life pattern (2) The selection of counselors with this point of view and with adequate training and experience to deal with marital problems The content of such training and experience needs study and analysis. (3) The development of techniques and evaluation materials to aid the marriage counselor.

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The Role of Counseling in Discipline

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THERE is one area of student life that has received a great deal of attention in higher education but usually not in the context of what we call student personnel work. This area treats of those perennial problems of youth which bring the student into open conflict with his fellow students, the faculty, or the community in which the college is located. Administrative solutions to these problems have frequently been sought Some deans have found a sympathetic and understanding approach to be effective (2). On the other hand, students have been jailed, fined, penalized, exhorted, suspended, expelled, treated by psychiatrists They have even been set to spy upon one another in an effort

to deter offenders. Whether these methods produce desirable outcomes, we do not know. In some instances we do not even know what outcomes are sought. This, however, describes some of the confusion and frustration which hold sway in the field of student discipline.

Perhaps some of this confusion is the result of our own attitudes toward misbehavior. Often it seems to us senseless or irritating or even shocking For hundreds of college generations the faculty has looked upon student offenders as deserving of punishment for their misdeeds This legalistic concept has not greatly relaxed its hold today, despite our emphasis on the psychological study and treatment of the maladjusted student. College administrators have seldom been trained psychologists. Thus it is not surprising when they fail to see that misconduct may be a symptom of personal maladjustment or simply a social experiment based upon lively curiosity or poorly understood ethical concepts. Students themselves may not realize what motivates their conduct and are therefore unable to verbalize the reasons for their delinquent behavior. This type of reaction from students is frustrating to many administrators If, however, we study the behavior in the light of both the developmental growth of the individual and the collegiate environment, we may eliminate some of this reigning confusion connected with discipline. We may look at the student as a functioning human being, not merely as a troublemaker. Perhaps we can also find a different approach to the problem – an educational approach.

The student personnel philosophy serves admirably as a point of departure from traditional concepts of handling disciplinary cases It sets forth objectives of higher education with which most of us agree. It is my purpose to describe to you how this philosophy has been translated into an on-going program, with special reference to the counseling and rehabilitation of students who get into trouble. The arguments for this kind of program as opposed to some other kind, especially one in which a student is disciplined administratively and later referred to a counselor, have been developed at length elsewhere (1)

DISCIPLINARY PROBLEMS OF COLLEGE STUDENTS

It is pertinent at this point to mention briefly what kinds of troubles students experience. Since statistics from other institutions are not available, those for the University of Minnesota from 1941 to 1947 are presented. Whether they represent a typical cross section for all colleges is not known It is probable that the types of offenses and the proportion they constitute of the total picture vary considerably from college to college

For this six-year period, including a total of 1473 complaints, ex-

clusive of cheating cases within the colleges, the proportions are as follows

	Per Cent
Financial irregularity	14
Minor misconduct	38
Disorderly conduct	14
Sex misconduct	7
Theft and burglary	11
Misuse of privileges	10
Miscellaneous	6

There are some seasonal variations and the proportions vary somewhat from year to year, but on the whole they remain relatively stable.

STRUCTURE OF THE PROGRAM

All complaints about the behavior of students are referred to a psychologist who is retained as a full-time personnel specialist dealing with disciplinary cases * These complaints are carefully investigated to determine their validity. This is an extremely important point. Our statistics show that as many as 13 per cent of all complaints registered in one five-month period were either completely invalid or so flimsy that they could not be proved. It need scarcely be said that it is not only unfair but damaging to both persons when a student is officially charged by the college officer with something he has not done.

While the complaint is being investigated, a systematic collection of information about the student is made. Data are secured from official records in the university and from counselors and advisers who know the student, and information is also sought from the student's residence and other pertinent sources. This material is synthesized to get some idea about the kind of person the counselor will be dealing with. Clues may be found which help determine the kind of approach appropriate to the student's conflict. Infraction of a rule by a freshman may indicate that orientation is needed, by a senior, that there is a serious gap in his personal development or general education

The problem is then discussed with the student in a friendly setting. He is told that the counselor's function is to help resolve the problem to the satisfaction of everyone concerned and to his educational advantage. The importance of the approach in the initial interview with the student will be discussed in greater detail, but it may be said here that this is a crucial stage in the disciplinary process If the student is to benefit maximally from this situation, if he is to learn more appropriate social, ethical, or moral behavior, it is desirable to establish rapport as

* Dean E G Williamson and Dr. W E Kendall initiated this program in 1941 The author has been associated with Dean Williamson in this work since 1942. Miss Gladys Koepke joined the Disciplinary Counseling staff in 1946

soon as possible If some other objective were sought, the character of the interview would change correspondingly.

After the interviewer's judgments are formulated and correlated with the other available information, certain decisions are reached. Is the student guilty? If so, is he as guilty as the complainant stated? Is he more guilty? Why has this happened? Is this a social experiment which has failed or gone awry? Does it reflect ignorance about certain customs, mores, or regulations of the university or the community? If he was not unaware of these, was he rebelling against them? Why? Is he seriously maladjusted or psychotic? There are dozens of possibilities but usually the diagnosis can quickly be limited to one or perhaps a few In some cases several interviews are required, and occasionally consultations with a psychiatrist or some other counselor may be sought to confirm the diagnosis

At this point a crucial departure from traditional disciplinary methods is made An appropriate program of treatment is prescribed which is designed to rehabilitate the student, and it is carried through until such rehabilitation is judged to have occurred It is carried through by the counselor who began the process. The student may be referred to the psychiatrist for specialized treatment, but the counselor secures reports and coordinates his own rehabilitation measures in the light of other treatments. He is responsible for following up the case and terminating it.

After preliminary investigation some students are referred directly to the All-university Disciplinary Committee. This committee is composed of members from the faculties of law, medicine, sociology, psychology, and education. The dean of the college in which the student is registered serves as a temporary member of the otherwise permanent committee Periodic reports of all cases are presented to the committee, which is charged with the final disposition or closing of the case If any offender is dissatisfied with the counselor's disposition of the matter, he may appeal to the committee – or he may appeal from the committee to the president, who has ultimate jurisdiction in these cases

This presents a highly condensed picture of the structure of the disciplinary counseling program together with the types of problems met I should like now to turn to a description of the counseling phase of this work

COUNSELING AND THE REHABILITATION PROCESS

It is frequently said in psychiatry that all types of therapy result in improvement, or at least apparent improvement, of the patient's condition We can see this principle in operation in many everyday situ-

ations. For example, some parents punish their children whenever misbehavior occurs, other parents withhold privileges from the offenders; still others ignore the situation altogether Yet all report varying success in correcting behavior. Child psychologists, however, tell us that more important than the method used is the basic underlying security and affection which the parent gives the child If these are given in adequate measure, the particular method of handling a problem will probably not be the chief factor in securing compliance and molding the child's character. The immediate objective—good behavior—may be secured by any one of a number of methods Similarly, in the treatment of college behavior problems the basic philosophy and orientation is of prime importance Within this educational framework methods may be adapted to the individual. Some students may need punishment, others may need sympathetic help and counseling in order to face their own problems No one technique is equally effective for all students

A disciplinary program based upon student counseling principles and methods is not only adaptable to the psychological and social dynamics of the particular situation but it places differing emphases upon the purpose of punishment if such seems desirable. The psychologist does not make an example of a person as some administrators do. *Punishment is not the end of the situation, it is a means to an objective.* That objective is to make the student a useful member of the social body through personal development and social maturation

In talking about counseling or rehabilitation we must realize that we know very little about the process. It has not been the subject of crucial research, and it has been described by clinicians with varying degrees of success or clarity. We believe, and have some evidence to show, that therapy proceeds according to the principles of the psychology of learning. Since the learning process is not fully understood, our counseling methods are inevitably somewhat less than ideal The chief argument for the process described in this paper is that the clinical approach to the social psychology of the individual is the best approach to disciplinary problems, or to any other kind of student problem, if the institution wishes to send the student forth a little better fitted for the future than he was when he came.

Counseling begins in the initial disciplinary interview. Wherever possible the counselor adapts his approach in accordance with what he can learn about the student's previous adjustment. Several techniques are used to secure rapport The problem is approached seriously but calmly. The student is told that the counselor's purpose is to try to help him out of this difficulty. The student is not rejected but he is

told his behavior is not acceptable. He is treated with the respect that any human being deserves whatever his present status. The discussion is introduced with words selected for their value-connotations. Opprobrious terms are avoided, at least in the initial stage, and are never used except for a deliberate purpose. The student is given every possible chance to present his side of the picture In the majority of cases this beginning secures the cooperation of the student.

It would be foolish to deny that there is implicit in this counseling situation a number of threats to the individual. One of the two most important is the threat to his standing in the university — whether he will be handicapped, "blackballed," or dismissed. This fear is easily allayed by telling him that dismissal is used only as a final action when careful study reveals that the facilities of the university are insufficient to re-establish his harmonious adjustment to the college.* He is also told that the university does not "make examples of" students — that such matters are treated confidentially.

A second threat to the student involves his ego He has not managed the particular situation well. He has lost status in his group because of his behavior or because he has been caught He may lose confidence in himself because he believes that despite good intentions things have turned out badly He may be unable to explain why he has behaved in this manner and feel that he is unable to "control" himself. This kind of threat cannot be treated at the symptomatic level. The whole process of counseling is designed to clarify what needs were being satisfied when the student behaved as he did. If necessary, attention is given to building up his self-confidence or meeting the need in more acceptable ways in order to make similar behavior unnecessary in the future (3)

Occasionally a serious problem arises when the student's behavior is symptomatic of the cultural and social background from which he comes rather than of deviate behavior *per se*. Some students come from families or communities in which argumentativeness, boorish behavior, or crude methods of dealing with people are the normal thing. If such a student's conduct is detrimental to the morale of others with whom he now lives, or if it leads to disastrous consequences in the form of quarreling, fighting, or brutality, it must be stopped at once, by authoritative direction if necessary. Administrative techniques such as this need not necessarily interfere with future counseling relationships. The manner and the method of administration are, of course, the key factors.

* At Minnesota the fact that only ten or twelve students have been expelled in six years impresses the most fearful student. Even more impressive is the fact that *no* student was expelled during the year 1946-47 when there were more than 27,000 students enrolled in regular classes.

During the initial interview attention is turned to the resolution of the immediate conflict. This is necessary not only because the complainant wants or deserves some satisfaction but also because in getting a problem worked out there are numerous opportunities for teaching the student social skills, methods of getting along with others, and his fundamental responsibilities to the university. Resolution of the conflict also affords an opportunity for further study of behavioral manifestations and concept developments concerning the student himself and his role in college or later life.

Basic elements of the student's life history are secured to amplify the data already secured from university records His level of aspiration, motivation, and other personality characteristics may be studied in the light of his aptitudes for college work and the likelihood of his occupational success.

In sifting out cues to adjustment and interpreting and evaluating them, basic information about the student's age, college, class, home town and high school background, and whether he is a veteran, serves as a modifying factor A freshman, for example, may violate certain regulations because he has not yet become oriented to his responsibilities as a student The upperclassman who gets into the same difficulty presents a different problem If he has not by this time been oriented, the university has failed somewhere along the line or the individual may have rejected the orientation which was proffered The implications for treatment differ greatly.

It is true, of course, that the freshman's problem may not be a simple orientation matter, but on the whole, certain preliminary formulations may be made subject to further inquiry. Similarly, knowledge of the community from which the student comes may help in determining the probable attitudes which will be encountered. Residence in a fraternity as contrasted with residence in a private home or a commercial rooming house likewise permits certain hypotheses to be made concerning the presence or absence of group social controls which serve to teach him to modify his behavior. Lack of space prohibits a detailed discussion of such factors, but elaboration may be found in standard references on student counseling or clinical psychology.

If the offender tells a story that is obviously untrue, his narrative is stopped and he is asked to return the next day. Usually this technique is effective, and the next day he will give a more accurate account of the situation. Most students are not dishonest, but when frightened they may attempt to lie If such attempts are thwarted quickly and decisively, students will, upon reconsideration, be cooperative

Another technique that may greatly enhance rapport is making pre-

dictions about the student's behavior Few things impress students so much as a statement that a certain specific bit of behavior or a certain specific result of behavior will occur. If used with caution and careful judgment, predictions will serve to strengthen the counseling relationship.

For many offenders the counseling is completed in one or two interviews Many of us remember incidents in our past of which we are still ashamed. At least we do not reveal them Somehow or other without guidance we have accommodated ourselves to them even though the problems were momentous ones The theory underlying disciplinary counseling holds that students who are not seriously maladjusted can be helped sufficiently in one or two interviews to experience catharsis and gain insight They may learn certain social skills or become somewhat better oriented. The memory is one of constructive learning rather than one of shame or guilt

The seriousness of the problem and the maladjustment of the student are not highly correlated Some students get into very serious difficulties, yet do not appear, upon psychological or psychiatric examination, to have serious adjustment problems. Other students, identified through minor offenses, present serious therapeutic problems Therefore, while it may be said that the kind of offense is a rough index to the adjustment of the student, the counselor should hesitate to rely too heavily upon this fact.

Where serious adjustment problems are found, a rehabilitation program must be formulated. Through the rapport secured, such a program may be worked out in consultation with other specialists such as the educational skills clinician, the marriage counselor, or the psychiatrist Often the student seems glad to be apprehended Certain feelings of guilt and frustration are thereby reduced or brought under systematic attack Some students express a tearful anxiety and wish to do something about problems they may or may not understand.

In cases where morale is low or where there is a generalized depression or suppression of motivation, the student may offer no active resistance to counseling. He may show up regularly for interviews, carry out any suggestions or therapeutic measures devised, or consult with other specialists—but to no avail It is sometimes useful under these circumstances, when the student cannot be helped to release motivation, to give him symptomatic treatment for certain minor problems

A case is recalled of a girl who got into serious difficulty because of a sexual experiment. Although she had high measured college aptitude, her scholarship was borderline and her adjustment to dormitory group

life was poor For a six-months period she was studied successively by a disciplinary counselor, a psychiatrist, a student counselor, a speech clinician, and her college adviser. The individual and coordinated efforts of these persons brought about no apparent improvement in her adjustment.

Finally the disciplinary counselor concentrated on two small factors in a rather large picture One was directing attention to an elective in her curriculum which fitted certain expressed professional ambitions The other was a clarification of certain attitudes she had developed toward dancing because she could not jitterbug. It was pointed out that jitterbugging was only one form of dancing and was not considered the most important form of social dancing either by the local Arthur Murray studio or by the student body as a whole Examples of student dances where no jitterbugging was permitted and similar explanations were presented. Soon after this the girl began to improve her scholarship and to take more part in acceptable social affairs She stopped drinking in the dormitory, she graduated on schedule, her last half-year's work having been in harmony with her measured ability She went on to a graduate degree and established the beginnings of a promising career.

It would, of course, be hazardous to infer a causal relationship between the counseling about jitterbugging and an elective course on the one hand and subsequent improvement on the other It is possible that concentration on these points contributed nothing whatsoever to her subsequent adjustment Nevertheless, the association of these factors in time and space constitutes the most likely explanation for the results in the opinion of those who had knowledge of the case. Thorne has pointed out that many of the rules for effective living appear to be so obvious and elemental that they can easily be overlooked, he recommends that careful attention be given to the psychology of simple maladjustment as an adjunct to a psychotherapeutic program (5).

A pitfall to be avoided in disciplinary counseling, as in any counseling, is what Williamson has called "office adjustment." It is easy for a counselor who is not in close touch with student life and mores to forget that the student may gain insight into a problem and yet be unable to translate that insight into action when he goes back to his residence or social groups If he is not a member of social groups and yet sees the need or desirability of some organized group life, it may be necessary to place him directly in contact with someone who can introduce him into a threshold social activity For this reason follow-through in counseling cases is essential to see that the student going back into a dormitory can put into practice the things he has learned

from the interviews, or to see that the student referred to social groups is actually inducted.

Another point that needs careful attention is the fact that the mores and values of the group to which the student belongs have real importance for him. If these values are at variance with those set by the university, it is unreasonable to expect the student to reject the group or cast himself out of it. This point takes us into the prevention of disciplinary problems, which will be discussed later.

A psychotic or psychopathic student is treated with special reference to the circumstances. The psychotic student who has caused trouble in an agitated condition may be hospitalized or turned over to his parents by the Health Service for private or institutional treatment. The psychopath, after consultation with the psychiatrist, may be retained in school if certain environmental factors can be controlled. If rehabilitation is impossible and if his outbreaks are serious, it may be necessary to dismiss him from school. Some students who are neither psychopathic nor psychotic display anti-counseling, anti-university, or asocial attitudes that are not subject to much modification If such a student, however, shows promise in scholarship, an administrative relationship may be arranged that constitutes a sort of armed truce. Such an arrangement is not a happy one, but the lack of skill in the counselor or the psychiatrist in motivating the student to change his behavior, or the fact that the student is a product of this kind of lifelong training, ought not necessarily to bar him from benefiting in so far as he is able from university training One ought not too easily give up hope that collegiate, marital, or employment conditions may eventually secure some modification of his attitudes and behavior.

There are some students whose precarious balance requires extremely gentle and cautious handling. It may be necessary to postpone or forgo altogether any attempts to counsel these students. A study of the case will indicate whether this may in fact be the wiser course. It is important not to tamper with the mechanisms of a student if adequate psychological props cannot be substituted for the weak ones upon which he leans It is not difficult to precipitate a breakdown in some people, and a good rule of thumb for such instances is When in doubt, don't

When it is necessary to take some form of restrictive action, or when rehabilitation within the framework of the university seems impossible and the student must therefore be dropped, a counseling approach is especially desirable. Most students expect to be punished if they do something wrong. They need to understand why they are not punished in the usual way. Offenders often think they should be dropped but

express hope that this will not happen Others expect to lose privileges If these or other actions are taken in an administrative way, they may merely teach the student that retribution or justice is impersonal or automatic. If, however, the student is to be motivated to learn to live more harmoniously and peaceably in the future, either with himself or with others, the opportunity should not be missed to use the penalty as a teaching device This calls for appropriate explanation of the restriction or penalty At the University of Minnesota, where there are no automatic penalties, the action is tailored to fit the particular situation, including the needs of the student. He is shown why the action is necessary and what positive gain is to be derived from its use (4).

Similarly, in dismissal cases it is desirable to interpret to the student the reason for the action. This action is usually taken to shock the individual into a re-evaluation of his behavior, his ethics, and his objectives in life He learns that this is considered a necessary step to jolt him out of unacceptable attitudes and patterns of behavior He is free to be as he is but not if he wishes to remain in school. He is given the opportunity to consult the counselor for treatment or to apply for readmission whenever he has both reorganized his behavior and has established an acceptable record elsewhere, usually on a job. In this sense "permanent" dismissal has never been considered final at Minnesota During the past six years five or six students who were permanently dismissed during the previous twenty years have been readmitted to the university on the basis of the adjustment progress they made after leaving school. Getting rid of a student may seem to be a happy solution to a problem, but if a student leaves the university no better off than when he entered, the institution has failed to meet its obligations.

At present several studies are being planned in order to evaluate the success of this program. Bits of evidence indicate that it is not ineffective. Our "clients" return voluntarily with other problems They refer friends for counseling even though there is no disciplinary problem involved They work actively to strengthen fraternity or dormitory social programs for preventive purposes. They have, on at least two occasions, helped to get rid of traditions which got them into trouble Such testimonials are not conclusive evidence of success but point to evidence of rapport or learning

PREVENTION

Periodically the sources of disciplinary complaints are reviewed by the All-university Disciplinary Committee, which then makes recommendations to the president regarding the adoption of policies or tech-

niques that may alleviate conditions. At times consultations are held with staff members or directors of various personnel bureaus in an effort to extend their services for preventive purposes. The Housing Bureau and the Activities Bureau, through their contacts with householders and student groups, have done a great deal to correct situations that perennially gave rise to discipline problems. An educational program is carried on for householders to make them feel they are part of the educational program of the university – which indeed they are.

Through assistance to fraternities, sororities, and other groups in building strong positive programs and through fraternity counselor in-service training programs, the Activities Bureau helps to structure group activities so that behavior is regulated and controlled by group pressures and self-government

The problem of prevention is an important one and deserves constant attention It will never make unnecessary the remedial counseling which we have developed for our disciplinary program Each generation of students must learn that the only meaningful adjustment is adjustment to a continuous process – ceaseless social change – in which new problems and new situations constantly arise. Successful living *is* the acceptance of and adaptation to these problems and situations And there will always be some students in each generation for whom the normal social controls are inadequate. To these individuals our universities have a special obligation To fulfill this obligation – making human raw material fit for the society in which we live – educators must help these students discover how to know, how to understand, and how to manage themselves

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The Speech Clinic in Counseling

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BEFORE September 1927 public speaking, theatrics, and forensics at the University of Minnesota were taught and administered by the Department of English. In 1927 a separate Department of Speech was organized and four units of speech activity were combined under one administrative head—namely, the University Theater, Forensics and Debate, General Speech, and the Speech Clinic.

At that time the Director of the Clinic alone taught courses in speech pathology and treated speech deviates who had been recommended for treatment by various instructors on the campuses. Very soon the Counseling Bureau, then five years old, became one of the necessary aids in giving the Clinic helpful data on incoming students, some of whom became speech patients in the Clinic. The help of the Health Service was also sought. With the cooperation of these two units, which were already organized and functioning on the campus, the Speech Clinic was aided in gaining security in its clinical work The case load soon grew to such proportions that additional staff was needed. By 1937 the staff consisted of two full-time speech clinicians and two graduate assistants Even with this expanded staff there was an accumulated waiting list of two hundred students wanting speech aid.

As time went on, the Clinic developed into an all-university function for speech-handicapped students. In 1941 the Speech Clinic changed its administrative connections and became affiliated with the Dean of Students office as one of the many campuswide personnel units under the guidance of that office.

Although the Speech Clinic is partially supported by university funds, by far its greatest source of income is from students and so-called non-students or out-patients. In 1944 an incidental fee, payable by all registering students, was inaugurated For this incidental fee each freshman is given an individual entrance examination by means of a brief questionnaire filled out by the student, a speech test, and a few minutes' interview. The speech counselors are able to detect a student's deficiencies in the following areas: speech, hearing, reading, spelling, left-hand writing, interpersonal relations, and social leadership Students wanting help with any of these problems are referred to specialized

personnel units — such as the Reading Clinic, Health Service, Counseling Bureau, and the Activities Bureau — for further tests and counseling

Since 1932 the Speech Clinic has had an out-patient unit dealing mainly with pathologic types of speech disorders. These patients are treated on a part-time or full-time basis, depending on the type and severity of the problem. For a number of years, extending back to the time when the Clinic was in the Department of Speech, the Clinic has sponsored two six-weeks summer speech improvement clinics for stutterers who are fifteen years or older. This additional unit in the Clinic is very valuable for teaching and research purposes, it offers graduate students in speech pathology a greater variety of cases than is ordinarily found in a university population. Also, it provides a source of income that assists in keeping the Clinic budget out of the red.

In October of 1946 the Minnesota Society for Crippled Children and Disabled Adults asked the university Speech Clinic to furnish the technical staff for setting up a statewide testing, counseling, and demonstration program The purpose the society had in mind was to discover the handicapped children of the state by testing the speech and hearing of the entire school population. The society provided $15,000 to the university for the first year of these services. The funds became available to the society through the sale of Easter seals An assistant director, two speech clinicians, and a secretary were secured, and what became the Mobile Unit of the Speech Clinic "went on the road," so to speak, in October 1946. As of September 30, 1947, the Clinic had surveyed seven counties and had tested 30,983 children.

The Mobile Unit has five main aims (1) To conduct a complete speech and hearing survey of the school population of the state of Minnesota (2) To demonstrate to the public the possibility of speech and hearing rehabilitation in the state (3) To refer children in need of special services available through some other welfare agency to the proper agency. (4) To offer guidance to any organizations interested in helping the speech- and hearing-handicapped. (5) To counsel parents and teachers of the speech- and hearing-handicapped child.

On July 1, 1947, the Minnesota Society suggested that the program take on more speed and momentum and gave the university an additional $12,000 for 1947–48 Two additional speech therapists and a traveling secretary were added to the Mobile Unit staff.

All in all, then, on November 4, 1947, the Speech Clinic administration consisted of the following personnel a director, an assistant director, three full-time resident speech clinicians, three half-time resident speech clinicians, and the Mobile Speech Clinic's assistant director and

four speech clinicians. Three secretaries and two clerk-stenographers complete the Clinic's organization This makes a total of eighteen employees of the Dean of Students office Approximately 130 students and out-patients are treated each quarter in the campus clinic, and the waiting list now stands at approximately eight hundred.

I have given you a few brief and, I hope, somewhat informative details on the historical phase of the Speech Clinic. In order to give you a more specific idea about how the Clinic is functioning in its expanding program I should like to discuss three rather recent developments in clinical therapy which may provide some basis for discussion. The three areas I want to refer to are (1) therapy for the deaf, deafened, and hard-of-hearing; (2) therapy for the linguistically disoriented aphasics, and (3) therapy for the so-called "personality" deviates.

During the war many soldiers experienced traumas which either accentuated an old hearing deficiency or created a new one Upon discharge these men sought help in the fitting of hearing aids, in auditory training, and in lip-reading. To meet this need a hearing unit of the Clinic was established in 1945 A large number of veterans whose hearing impairment was grave enough to keep them out of the classroom have been able through clinical help to continue their academic training, without marked failure due to an inability to hear and interpret classroom speech of professors and students. (Of course, everywhere there are a few professors who make even normal-hearing students wish they had a hearing aid.)

While some aspects of the hearing program in the Speech Clinic have been in operation for a number of years, the present emphasis on this specific phase of rehabilitation is of relatively recent origin. Most of the development, at least in so far as instrumentation is concerned, has come since the spring of 1946 At that time some half-dozen hearing aid concerns were approached with a request for a representative sampling of their equipment, which was to be placed in the Clinic on a permanent loan basis. This request was granted Since then the stock of current model hearing aids has increased to twelve, and delivery is imminent on several others. This type of equipment is borrowed on a contractual basis with agreement that obsolete instruments be replaced with the latest models. By this arrangement the Clinic is assured of having the most up-to-date hearing aids on hand These hearing aids are used for demonstration purposes and for selective fitting of hard-of-hearing university students and Clinic out-patients whose hearing impairment indicates the need for sound amplification in order to interpret their speech environment more adequately.

The Clinic has made other additions to its equipment for implement-

ing the clinical and research program with the hard-of-hearing Since 1946, the Clinic has purchased two new audiometers for pure tone testing and a battery of high fidelity recordings of standardized speech reception tests for measuring hearing acuity for speech Construction of a highly attenuated sound room has been completed Arrangements have been made with the Visual Education Service for equipping this room with a high fidelity amplifying system which will make possible a wide variety of testing and therapeutic techniques

A sound level meter, two record play-backs, and a wire recorder make possible a still greater variety of auditory testing and training procedures Installation of a double plate-glass wall between two rooms in the Clinic provides a more efficient means of conducting lessons in lip-reading for individuals or for groups of hard-of-hearing students

The operational aspects of the present hearing program of the Speech Clinic include auditory testing of all students indicating hearing difficulty or suspected of having hearing impairment and recommendations as to therapy The therapy includes specific reference to (1) personal adjustment to the problem of hearing or hearing loss; (2) attention to classroom seating, (3) application of a hearing aid, (4) lip-reading instruction, (5) auditory training, and (6) speech correction or insurance against speech deterioration. Obviously, as this personnel service becomes more widely publicized, expansion will be necessary

Concurrently with the tremendous influx of returned servicemen to the universities during the fall of 1945, the Veterans Administration was assuming the responsibility for the care of disabled veterans Many of these disabled men had suffered combat trauma resulting in brain damage so severe that communication was cut off entirely or was, to some degree, limited At this time the Veterans Hospital in Minneapolis appealed to the University of Minnesota to assist in setting up a speech clinic that would specialize in meeting the specific language needs of aphasic veterans – in addition to treating other speech and hearing disorders. Consequently, a part-time speech clinic was opened in the Minneapolis Veterans Hospital under the direct supervision of the University of Minnesota Speech Clinic.

Through various publicity mediums persons throughout the state who had suffered brain hemorrhages, concussions, tumors, strokes, and the like, learned of the speech rehabilitation program in the Veterans Hospital, and in a short time there were many people wanting information regarding linguistic rehabilitation. Inasmuch as only service-connected disabilities were eligible for the hospital speech clinic, it became necessary to find some place to retrain those non-hospitalized persons whose symbolic expressions were inadequate for this "word-

world" of ours The most likely place from the viewpoints of equipment and trained personnel was the university Speech Clinic Thus, early in 1946 the Speech Clinic initiated a diagnostic and therapeutic service for a limited number of out-patient aphasics who needed extensive re-education in oral and written language. Gradually this service became known to the students on the campus, and subsequently students with mild aphasic disabilities were receiving help. The clinical program for aphasics is valuable not only from the diagnostic and therapeutic point of view but also from the point of view of research

This phase of speech counseling warrants a few additional remarks Until one has observed the difficulty an aphasic has in talking, a normal speaker can have only a very limited appreciation of the part speech plays in our society Most people – all but 10 per cent of our population – speak fluently and articulately In fact, talking is such a common activity of man that he has little or no appreciation of what his feelings, longings, and actions would be like if he were not able to say what he wanted to at the time he wanted to say it If your major cerebral hemisphere were to receive an injury to the speech area and thus deprive you of the ability to understand what people said, or if you were able to understand but lost the ability to speak, I predict that you would develop a deep sense of loneliness, frustration, and futility

Observing these signs in an aphasic where loss of morale is at a maximum ought to impress upon the normal speaker the fact that talking is a very satisfying blessing, for which only an inherently complexed neuromuscular mechanism and fortunate environmental breaks are responsible. But once you have started talking and if you have been able to avoid brain injuries, you are solely responsible for what you say and how you say it Please note how you influence your listeners by speech. By speech you not only make your friends but also your enemies

Witness this process in a larger sphere to get the point of what I'm saying: First, the "War of Nerves," man's developmental sense of frustration, lonesomeness, and superinferiority Second, the "War of Words," because man's easiest outlet for the protection and defense of self-esteem and the loss of emotional security is talking Man "in his own way" must "get out of his own way," and he does so through speech. Third, the "War of Words" as prelude to every "War of Cannons" – the final stage in man's lingering hope for a communal civilization When we are ready for the "War of Cannons," shutting up is essential because the enemy is listening. It's now no time for talk, it becomes imperative that we humans take up arms and slaughter millions of human beings every quarter of a century. And finally – when the shot and shell subside – the victors gloat for a while over their

spoils and then talk begins again and a new generation takes up the cudgel where the fallen one left off.

This drama, for it is a drama, calls for speech hygiene wherein man begins to listen to talk symbolically, or else man may all too easily destroy himself and the visible world with him Beware of the slogan, "Freedom of Speech," for which this man's talking world has so tragically fallen. Perhaps man should first be free *from* speech in order to be free *for* it. "Democracy" appears to me to symbolize a citizenry of maladjusted talkers

This leads me to the last and final emphasis on speech as an important process in counseling Attempt for the moment to divorce yourself from the traditional, conventional, or textbook definition of speech as a tool or a form of expression and consider it instead as a symbolic formulation of an inner emotional state or personal evaluation which operates as a process by which the organism adjusts itself to its environment and in turn reacts to it. You can then more clearly appreciate the relationship between a speech defect and the person who has it.

Because of the premium our society places on excellence and fluency of speech, the child with a speech defect soon discovers the need to feel different. He realizes he doesn't talk like the majority in the group He is told by parents and teachers how he should speak. He is surrounded with anxiety Playmates ridicule, mock, and tease him. If the child is at all sensitive to social disapproval, he soon finds himself buried in patterns of insecurity, frustration, and repression. He gets "into his own way." His "way out" is no different from that of others who, because of some other "difference" feel humiliated and outcast — namely, through talking. From the mouth of an inarticulate or stuttering person are heard speech patterns of projection, overcompensation, and rationalization By these patterns he falsifies his original personality structure by building around himself a rigid mask of unnatural artifices or ruses. In this he presents himself to a clinician as a twofold problem — a speech difference and a malorganized person

At the adult level the picture I have drawn is very clear-cut in its outward symptoms, but it is not so clear when one begins to unravel the myriad mysteries of its growth and development. In short, the counseling problem of a university student who still has a speech defect is dual in nature. One must first work at "the secondary front" in order to make the patient able to live with himself and others before one can attempt to alter the speech defect *per se*.

Thus, in speech counseling one is forced to view the organism as a whole and look upon and listen to speech as a symbolic formulation

of what is underneath. Therefore, much psychotherapy or speech hygiene is in order with the majority of speech patients.

The so-called personality therapy I will discuss stems from the Clinic's long experience with the relationship between speech disorders and the emotional states of the patient. In general the Clinic has for many years placed a good deal of emphasis on what has come to be called the directive method in personality rehabilitation It was in a seminar of Korzibsky's that I was called a general semanticist and in a personnel seminar at Minnesota three years ago a "directive" therapist. I don't mind being called names — it was a compliment to me to have been something these last twenty years.

In the directive technique the patient after gaining insight into his dilemma is asked to admit, verbalize, and advertise it This clinical program of personal development through speech is too long to speak of in detail here. Suffice it to say that when objectivity about his problem has been reached, the patient is supposed to have learned how to sanction his difference personally, and when he is able to advertise it to others, without any feeling of remorse or guilt, he is supposed to have developed a social sanction. I put it this way because I'm not the one, in the absence of reliable research, to say he now has changed his personality He may never really change his innate personality structure — no matter what type of therapy he has been exposed to or has employed. If changes are brought about, they may be only alterations of the adjustments the patient has made to his basic personality structure. In other words, he may make himself, as he has become, more possible to live with and more likable to himself and others by altering clinically the symptomatic adjustments he was forced to make or chose to make to his feeling of difference.

During the last three or four years one of our clinicians has done some interesting work with students whose complaint was that of unconventional pitch or quality of voice These individuals were free from any anatomic, neurologic, or physiologic anomalies which are often the etiologic factors in problems of voice. These cases are treated psychotherapeutically, with remarkable alterations in the voice patterns over a period of several weeks' treatment.

Just recently the Clinic has been approached by students who have no observable speech or voice defect. Many of them say that they have heard of the relief and subsequent improvement in voice and attitude of other patients who had come to the Clinic primarily because of a voice problem They complain of great fear in a speaking situation and ask for help. For a time these students were treated individually solely

by the directive method. One of our clinicians is now in the process of setting up experimental groups testing both methods, directive and non-directive.

Group therapy has many intriguing features which I shall not discuss here. Although the "client-centered" type of therapy is still in the experimental stage, it appears to be a hopeful method in many cases. Resistance is verbalized here, and the group assumes responsibility and makes suggestions. Insight into problems seems to appear more spontaneously. Although these persons consult a speech expert because they themselves have considered their problem as one related to communication through speech, there is no reason to believe that a similar situation does not obtain in other counseling units.

I want to say a word about what might be called an extension, educational, or public relations service which the Clinic gives. During the course of the year numerous clinic demonstrations are held before classes in psychology, child welfare, sociology, and speech. This program serves three purposes and is highly recommended to other personnel units: (1) advertising the work of the Clinic, (2) socialization of the patient; (3) instruction for the layman.

I do not want to close without saying that although from parts of this paper you might infer that the Speech Clinic has all the answers for the handicapped student, no such implication is intended. If I have seemed dogmatic, please interpret it as meaning that the speech pathologists enjoy their work. You should know that the Speech Clinic, besides being an administrative and service unit, is constantly aware of the need for research. Members of the staff are, as time allows, busy with many types of investigations. We are conscious of the fact that although man has talked a long time and speech disorders have been studied for two thousand years, scholars in the past have unfortunately given final answers and this may still not be the century in which all the answers will be found. We do well to posit intelligent questions

Financial Counseling

GEORGE B RISTY

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UNIVERSITY and college campuses today are filled to overflowing with students from all walks of life Stand on a corner on any of these campuses when classes are passing and you will note various types of individual differences in students differences in sex, in stature, in color, and in dress Differences which are not so readily apparent are those of language, intelligence, religion, culture, and financial resources (10) This is democracy at work But as we watch students pass to their respective classes, are we as conscious as we ought to be of those who are missing?

NEED FOR FINANCIAL AIDS

Outside the limits of the upper and middle socio-economic classes, there is a brimming reservoir of material equally good but less able to meet college expenses It is from this lower-income group that more and more students are being drawn Until the enactment of recent federal legislation, higher education in America had been largely for those who had the financial means to pay for it Whether education should be for the financially elite or for the masses tends to be a somewhat academic question in the light of present-day developments.

We may be proud of the fact that 95 per cent of boys and girls of fifth-grade age are enrolled in our schools, but we should be cognizant of the fact that with each succeeding grade the percentage falls For every one thousand students in the fifth grade, six hundred are lost to education before the end of high school has been reached, and only seventy-two continue formal education through four years of college. These are over-all figures for the nation (4) In some states the loss may be less, in others greater

A recent survey of Minnesota high schools revealed that for every graduate who ranked in the upper 10 per cent of his high school class and entered college, there was one with equal rank who did not, for every graduate who ranked in the upper 30 per cent of his class and entered college, there were two with equal rank who did not (1)

Human talents, like iron ore, timber, and oil, must be extracted, refined, and molded into instruments of production Therefore, opening the door of opportunity to these able but needy students will reduce the tremendous waste of our greatest natural resource – the intelligence

of the people Ability to pay should not be a selection factor in admission policy.

Financial aids should be made available for the needy brilliant students as well as for many others who are now demanding the privilege of advanced training Here is a challenge to American colleges

This challenge is being met in part by providing funds for loans and scholarships and by offering job opportunities to students (11) However, the amount of financial aid being made available is not as encouraging as it might be, because during the same period in which student financial aids have increased, the costs of attending college have increased at a greater rate (12). However, acceptance of the Jeffersonian philosophy of education for the masses, which is based on democratic principles, is helping to awaken public consciousness to the need for student-aid funds.

DEVELOPMENT OF ADMINISTRATIVE PROCEDURES

Changes in the aim and character of student financial aid programs provoked the present problem of administration of financial aid in the American college. Administrative machinery had to be established to operate the increasingly complex system of financial aid, because budgetary limitations did not often permit the creation *ad hoc* of new offices and departments. These duties were usually delegated to some faculty member or administrative officer interested in the problem Administration of financial aid has often been placed in the hands of the dean or his assistant or delegated to standing faculty committees which usually acted in cooperation with administrative officers. Not one but several persons in a given college were concerned with various aids, frequently without coordination of efforts This method has proved entirely unsatisfactory because of time limitations, lack of integration of policy and practice among responsible individuals and groups, lack of adequate records, and lack of coordination of the aid problem with general educational policies

Recently colleges and universities have begun to realize that their machinery for the administration of aid, which was created piecemeal to meet current problems, has become cumbersome and that only a part of its potential effectiveness has been realized. Accordingly, the current trend is toward coordination of the many aid agencies on a given campus so that they may work together harmoniously, efficiently, and effectively toward a solution of each individual student's financial problem. A conscious effort is being made today in many colleges and universities to include aid agencies in the broader student personnel program, where they unquestionably belong (16)

We are, therefore, entering upon or have already entered upon a policy of consolidating services to students. Financial aid can no longer be viewed primarily as one of pure and simple philanthropy. There is a new point of view which recognizes the necessity of evaluating past practices in terms of their effect upon the individual student, the educational institution, and the aims of higher education This recognition has been influenced by the growth of the student personnel work point of view, which stresses the complex human problems that are involved in education (19). It follows logically that the problem of financial aid should be integrated with the broader problems of educational policy.

In contrast to earlier practices, when a short interview was considered sufficient basis for granting a loan or scholarship, we today make a more exhaustive case study of each applicant. We think of the financial aid program as a personnel rather than a fiscal function It is more than determination of need, more than casual evaluation of integrity, more than waiting for students to come in to ask for subsistence, it is going outside the confines of the aid office and seeking brains to invest in, thereby helping society conserve its intellectual resources

FINANCIAL COUNSELING

Through centralization of administration and the adopting of the personnel point of view, the concept of financial counseling evolved. This concept is relatively new in the field of higher education. I hesitate to explain the term for fear of creating a semantic illusion My statements are not to be taken as definitive Let us say the concept is, generally, a recognition of individual differences in assisting a student in orienting himself to the problem of financing his education, particularly in the direction of independence and a high order of personal responsibility.

More specifically, it is advising a student concerning sources of financial aid and opportunities for self-help and guiding him in making his own intelligent decisions in planning and executing his financial program with due consideration of his capacities, interests, health, study habits, and attitudes. The financial counselor assists the student in determining his needs and in planning his budget, and thereby he obtains a realistic picture of his financial responsibilities and commitments in comparison with his earning capacity and his assets. Whatever aid is provided should be in such a form and under such terms that the student views the assistance in the light of a privilege rather than as a right or as a charity.

"The general function of financial counseling may be divided into its more specific phases

"1. *In consultation with educational-vocational counselors, to help the student decide for himself whether he should make the necessary sacrifices of time and money to obtain college training.* This involves analysis of objective test data of the student's intellectual and physical ability, special aptitudes and skills, interest and emotional adjustment as well as financial resources available to the student. He should be helped to gain a realistic appraisal of his chances for capitalizing on his educational investment. Indeed no financial counseling worthy of consideration can be separated from educational, vocational, emotional, and social counseling.

"2. *To help the student plan his over-all financial program associated with college attendance in accordance with his earning capacity and other financial resources.* The counselor should help the student determine and evaluate sources of financial assistance available to him from his family, friends, and savings. A careful analysis should be made of all additional sources of aid in the form of loans, scholarships, and part-time employment available to supplement the other sources of assistance. The counselor should point out to the student the probability of obtaining such supplementary assistance during his years of college attendance The counselor should lend his knowledge and experience in helping the student prepare an over-all yearly and monthly financial budget, making allowances for variation due to emergencies which might arise. The counselor should be cognizant of the tendency of a student to plan his budget too closely and protect him from making this error.

"3 *To counsel the student wisely in helping him meet financial emergencies and problems related to his needs* It is reasonable to assume that there will be occasions when the student will have emergency problems caused by accident, hospitalization, or unexpected travel, for example, as a result of illness in the family. The student should feel free when emergencies arise to seek the advice of an experienced counselor in these matters and know that emergency aids are available to him if necessary

"4. *To help the student make and execute feasible plans for meeting his financial obligations incurred while in college.* Part of the responsibility of financial administrators and counselors should be to grant loan assistance to a student in accordance with his potential ability to meet his obligations. A sense of personal responsibility can be strengthened or destroyed by the ability or lack of ability to meet current financial obligations. A good credit rating is of inestimable value

to a student in the postcollege period. Before separating from the institution, the student should be presented with a summary of his financial obligations and helped in making a workable plan of repayment This policy will pay dividends in keeping the institutional funds intact and in promoting additional contributions from alumni for the purpose of aiding other students" (17).

Financial counseling helps to bridge the gaps between the various aspects of educational and vocational counseling Recognition by college administrators that financial assistance should no longer be viewed as an "over-the-counter" grant-in-aid has provoked the need for trained specialists in the administration of financial aid programs These specialists bring to the financial aid program the broad concept of student personnel work. The financial counselor functions harmoniously with the instructional staff member, the clinical counselor, the activities program director, the health service physician, and others in assisting students to maximize returns on their educational investments

Many students seek cultural and professional training in our colleges and universities who must depend upon part-time employment or loan and scholarship funds to supplement personal savings and family assistance (13). Some succeed who come thus handicapped, but too many, because of lack of funds, are forced to change their vocational plans (14). It is these students, marginal in an economic sense, whose financial needs pose problems of educational-vocational planning and problems related to social adjustments and to physical and mental health It is obvious, therefore, that counseling students concerning their financial affairs and evaluating their applications for loans and scholarships are personnel rather than fiscal functions. As such, these functions should be administered as an integral part of the total student personnel program.

THE MINNESOTA PROGRAM

After an analysis of past experience, the University of Minnesota established more adequate and centralized machinery for the administration of financial aid By practical application of the student personnel point of view, aid policies were securely integrated into the broad framework of a sound student personnel program (21).

The Bureau of Student Loans and Scholarships was established as a functional departmental unit within the Office of the Dean of Students, and delegated to it was the responsibility of coordinating its financial counseling and aid program with those of other student personnel agencies within the structural unit of that office. Basic principles and practices thus found expression.

The increasing heterogeneity of the university population and the developing complexity of our modern economy provoked the need for re-examination of counseling techniques. Increasing demand for financial aids called for coordinating their administration as another aspect of educational-vocational counseling

We believe that the collective factor must be emphasized, particularly when funds available for aid are limited, and that an "education for all" policy, which may involve a drastic lowering of admission requirements and intellectual standards, is unwise. We know that many students capable of benefiting from college are at present denied educational opportunities because of lack of funds (1) Our efforts, therefore, have been and continue to be primarily directed toward the expansion of educational opportunities on a four-year college level.

We believe that a student's intellectual and leadership promise must be taken into account in making selections for the award of aid and that undue emphasis should not be laid on either factor. *Leadership* is preferred to the term *social* since it is more specific and since it implies a hierarchy not so self-determined as intelligence. With these bases and the criterion of financial need the techniques of selection receive careful attention.

Every student requesting financial assistance is interviewed by a counselor, who, because of his professional training and broad background of experience, is able to appreciate the uniqueness of the student's financial difficulties and to discern related problems not often manifest to the casual observer (6). As part of our program we follow the fundamental personnel principle of looking for many types of problems in addition to the one in which we specialize. Therefore, a financial counselor must be more than a fiscal officer and must have more than just a working knowledge of business procedures.

Certain basic ideas or attitudes characterize the modern professionally trained financial aid case worker. These basic philosophies have wide acceptance among student personnel workers generally. *

1. Recognition of the importance of rapport between client and counselor.
2. An appreciation of the value of catharsis and of the possibility of developing insight through the free association implicit in this process.
3. An appreciation of individual differences and a realization that one must work differentially, individual by individual.
4. An appreciation of the importance of the family in the life of the individual.

* Adapted from suggestions made by Professor John C Kidneigh, Associate Director of the School of Social Work, University of Minnesota.

5. An appreciation of the importance of financial stresses in the production of physical, mental, social, and emotional ills, as well as of psychologically oriented financial measures in the alleviation of those ills
6. A conviction that it is important to understand and to deal with other factors which may cause maladjustment
7. Cognizance that an individual who may be temporarily or permanently inadequate in one area of his life may be quite adequate in other areas.
8. A respect for the right of the client to be self-determining.
9. A conviction that an individual's dependency needs must be met freely and his surviving impulses for self-mastery stanchly affirmed.
10. Working knowledge of the fact that when financial case work is established as one service in a complex student personnel structure, it functions best when it is not an adjunct service but plays a basic integrative role.

The student gets personal attention, and most often a solution to his money problem is found – and, through referrals to other student personnel departments, help is obtained in solving other problems as well. A student's financial difficulty may be correlated with problems of vocational alternatives, emotional disturbances caused by financial worries, or physical disorders resulting from overexertion in attempts at self-support or inability to provide for himself an adequate diet It is fallacious to assume that a part-time job, loan, or scholarship, either singly or in combination, would solve all the many aspects of the basic problem. *A priori*, the Bureau of Student Loans and Scholarships interrelates its activities with those of the Student Counseling Bureau, Student Activities Bureau, Student Housing Bureau, Veterans Bureau, Speech Clinic, Adviser to Foreign Students, Coordinator of Religious Activities, Student Health Service, Employment Bureau, and college deans and faculty counselors.

The undersocialized student who has inadequate financial resources may profit a great deal if some financial aid is made available which would permit him to participate to a greater extent in a supervised program of extracurricular activities (20) In a case of family conflict in which the student desires greater freedom but through force of circumstances is overdependent upon the family, the financial aid program may be instrumental in solving his emotional problem by helping him achieve greater independence. Quite often financial counseling may simply involve helping a student plan his budget and live by it, or advising him on business procedures for buying or building a home, or informing him, if he is a veteran, of his rights, privileges, and benefits of National Service Life Insurance.

Students' financial problems are not viewed as discrete Interview impressions are not taken as the sole evidence of intellectual stature, of character, or of vocational promise. Supplementing the interview is a thorough investigation of the student's qualifications Evaluation of qualifications is in terms of the question, Is he a good bet? The financial counselor, therefore, is a trained student personnel specialist who acquaints himself with all pertinent data. He is then able to interpret and synthesize these data in coordination with other personnel services in such a way that solving the student's financial difficulty can alleviate not only his need but other phases of the problem as well.

To insure wise counsel, reliable data must be provided by counseling technicians, physicians, psychiatrists, and curriculum designers This is especially true if economic difficulties are associated with emotional, personality, health, and educational-vocational problems Empirical evidence prompted our belief that financial counseling is best carried out conjointly within the framework of a well-developed student counseling program.

LOOKING FORWARD

Have we done enough to meet demands for financial assistance and more particularly to provide financial counseling services? Evidences of social changes under way, crises largely unforeseen as well as long-time trends, point to increasing demands on existing forms of financial aid and emphasize the need for an expanded program to meet these demands Colleges must continue to rely primarily on private contributions, institutional funds, endowments, and philanthropies However, these traditional sources of student aid funds seem to be diminishing (8). Lower yields from investments is a part of the story, inheritance and income taxes will continue to take their toll in the foreseeable future These changed conditions may make new gifts from individuals less frequent. There is little reason to believe that some of these sources of funds will grow in importance unless public consciousness is awakened to the importance of conservation and development of a nation's most important asset through equality of opportunity for higher education.

There has long been a trend toward government subsidy We, the people, maintain public schools and state and municipal colleges and universities. In more recent years many tuition-free junior colleges have been established. At public expense we have financed part-time jobs, offered student loans, and made a notable attempt to provide tuition scholarships. We maintain institutions to train handicapped youths and pay the full cost of officer training in military schools

NYA student work programs had strong support from colleges, parents, and students in the prewar years (7) For seven and a half years this type of federal aid supplemented funds provided by institutions, endowments, and philanthropies. The Student War Loan Program, the United States Public Health Service Scholarship Program (later incorporated in the larger provisions of the Bolton Act), and many other forms of federal aid represent successful means of providing supplementary financial aid to qualified students.

G I education will be the most significant experiment in the whole history of higher education It is probable that a minimum of two million individuals will avail themselves of the financial assistance provided through the three federal bills for veterans But such unprecedented payments to education will tend to increase rather than decrease the need for other types of financial assistance. Although the proportion of total educational costs covered by these payments varies with the region, the institution, and the act under which a student is enrolled, it is generally true that payments are insufficient for many, especially for married veterans with children. Many civilians whose educational plans were interrupted by the war are returning to school. These returning civilians, together with those veterans for whom federal assistance will be inadequate, will make ever-increasing demands for existing financial aid, especially after individual G.I. benefits have expired. It is imperative, therefore, that to meet these demands institutions, philanthropies, and the federal government continue to exert every possible effort to plan thoroughly for providing adequate and equal educational opportunities for our young people

Equality of opportunity for education has long been recognized as a potent force in developing the strength of a nation's citizens Provision of financial aid for the able but needy student is the only effective means of releasing the full power of this force. We want "freedom for expression" rather than "freedom from ignorance", we want "freedom for achievement" rather than "freedom from want." To achieve these freedoms it will be necessary to exert every effort to provide financial aid to college students and to re-examine the educational philosophy underlying the administration of these aids

SUGGESTED INSTITUTIONAL PROGRAM

Existing financial aids take many forms. With federal subsidy we can expect that types of aid will increase in number. It is desirable, therefore, to plan now for the centralization of administration of financial aids Policy in regard to the administration of financial aids should be formulated by a central committee, not by one administrator This

central committee may be composed of academic deans or a representative of each faculty, the business agent, the registrar or director of admissions, the deans of men and women, and representatives from the various personnel departments. This committee would serve as the coordinating council for evaluating and establishing criteria to serve as guides in the granting of assistance

To carry out the policy of this central committee there should be one agency designated as the central office for awarding all student aids — scholarships, loans, and student employment. One particular advantage in a centralized office is that an applicant may be served best when there are choices of various types of aid to meet his particular problem Of equal importance, such centralization would provide students with a single agency to which they could apply for aid To carry out the policies of the central committee will be the job of the financial aid administrator This personnel officer should have a good background of psychology as well as a good understanding of sound business procedures. He must know, from a socio-economic viewpoint, the immediate community in which he works and he must also be aware of broad sociological situations and trends

Financial counseling for both veterans and non-veterans should be made an integral part of an institution's total student personnel program. Within this framework the administration of financial aids should be coordinated with other aspects of educational-vocational counseling, thus eliminating the hiatus which now exists. There is a definite need for re-analysis of counseling techniques. Financial counseling, supported by sound principles for awarding aid, is the foundation upon which an effective aid program must rest. It must be as definite, systematic, and technical a type of counseling as is provided in vocational guidance, health and mental hygiene, registration, activities, and the like

Supplying money through loans and scholarships and part-time jobs is not all that is needed, because money needs are definitely correlated with social adjustments, physical and mental health, and vocational planning. Colleges need and should provide trained counselors for this type of counseling as they do for other types These counselors should be persons of broad experience who know how to help students live on the money that is available to them. Aid funds should be invested in such a way as to obtain optimum results for all parties concerned with achieving educational objectives.

War needs have emphasized educational problems, which in some measure have been met by emergency programs. But, even without wartime acceleration in planning, student financial aids take on new

significance as a possibility for putting into effect the fundamental democratic principles of equal opportunity for all. It is now that the real test of achievement will come. Dislocations in the nation's economy demand the best possible use of existing aids, further examination of techniques in the administration of these aids, inquiry into the possibility of increasing the existing aids from private, institutional, and federal funds, and immediate action to meet the needs of these and future times. Only by making educational opportunities equally available to all its citizens can our country maximize its contribution to the rest of the world as a powerful, free nation

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Medical Services for Students

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Students' Health Service, University of Minnesota

FOR more than a hundred years colleges and universities have recognized their responsibility for the health of students During this period there have been at least three stages in the development of the college health program. The first period was the physical education era, the second, the period of sanitation, and the third, the period of health promotion During this last phase of student health work a greater interest in and responsibility for the personal health of the student, both preventive and curative, has been found in most colleges and universities.

As early as 1825 Harvard introduced methods of mass physical education from Germany and Scandinavia. Within the next few years Dartmouth, Williams, Yale, and Amherst instituted some sort of gymnastic program. By 1860 gymnasiums and gymnastic equipment had been introduced into most colleges. Amherst College was the first to take an active interest in student health work other than in the field of physical exercise In 1854 President William A. Stearns devoted several pages of his inaugural address to a statement pointing out the important relation of mind and body and stressing the responsibility of the college in assisting students to develop physically. Again in 1856 Stearns declared that measures should be taken to prevent the many physical illnesses which interfered seriously with students' scholastic

progress As a result of Stearns' interest and concern for the health of Amherst students, a Department of Hygiene and Physical Education was organized and a Professor of Hygiene and Physical Education was appointed to provide instruction in gymnastics, supervise various matters related to health, and offer instruction in hygiene and related subjects.

By 1870 similar programs had been developed by most of the private eastern colleges With the exception of the establishment of infirmaries for the care of sick students at many institutions, early health work in most colleges and universities was confined to gymnasium programs. Required physical exercise was considered the best means of improving students' health Physical examinations were given students once a year in some institutions, and great emphasis was placed on anthropometric measurements, in line with the belief that physical measurements were the best index of health

During the first decade of the present century a number of college officials concluded that more than a gymnasium program was necessary to provide adequately for the health of students. This change in emphasis was undoubtedly influenced by the developing public health program of that period Rapid advances in bacteriology and the increasing knowledge of the causes and modes of spread of contagious diseases stimulated the interest of all health workers in the control of contagious diseases, largely through the improvement of general sanitation In many colleges faculty committees were appointed to supervise the control of communicable diseases and sanitation. Although many of these faculty committees worked conscientiously to promote the health of the student, it soon became apparent that the responsibility for such programs must be delegated to someone whose major interest they would be. Physicians were employed by the colleges, either on a full-time or a part-time basis, to direct the work

In 1907 the University of California developed a rather extensive general health service, including a preventive, curative, and educational health program Other colleges and universities soon followed California's example, and by 1920 extensive programs of medical service had been adopted by all the larger institutions

At the University of Minnesota an organized health program was initiated in the fall of 1918 with the establishment of the Students' Health Service under the direction of Dr. John Sundwall. Dr. Marion LeRoy Burton in his first annual report as President of the University of Minnesota in June 1918 stated "The Health Service is indispensable to the operation of a large institution. It exists to protect the health of students and prevent disease It cares for the sanitation of the campus

and buildings. By various methods it aims to educate all of the students in matters of public health and personal hygiene." Dr Burton not only was concerned with the establishment of a dispensary and hospital where the sick student could be given the best of medical care, he was also deeply interested in the positive side of health and in physical and mental efficiency — in the development of "men and women who are superbly fit for the work of life."

Before the fall of 1918 the health program at the University of Minnesota had been under the direction of the Departments of Physical Education for men and women Medical examinations were given to all students entering the university and courses in hygiene were taught by members of these departments. No provision was made for periodic health examinations, for infirmary care, for preventive or public health measures or continued supervision of the health of students. Dr. Sundwall was the first full-time physician employed by the university to develop its program of health protection In those early years the staff of the Health Service consisted of Dr. Sundwall and two or three part-time physicians and one or two nurses There was no space available on the campus for Health Service quarters. Eventually two fraternity houses were secured, the houses having been closed because the fraternity men, along with the others, were in military service

With the establishment of the Students' Health Service in the fall of 1918 came the pandemic of influenza, which lasted for almost two years. Of necessity, the first two or three years of the program of the Health Service were devoted to providing medical and infirmary care for sick students Although the broader educational aspects of the new unit were recognized even at that time, the more comprehensive program did not get well under way until about 1921.

In that year Dr Sundwall left to go to the University of Michigan and Dr H S. Diehl, now Dean of the Medical Sciences, became Director of the Students' Health Service. Under his leadership an outstanding health program was developed with emphasis on personalizing the service to meet the physical and emotional health needs of the students In 1924 a part-time psychiatrist was added to the Health Service staff. This marked the beginning of the development of the mental hygiene service, now accepted as an essential part of any well-rounded student health program.

By 1920 more than fifty colleges and universities had set up health services for their students, and in that year the American Student Health Association was organized by representatives of these schools Some notion of the rapid recognition of the importance of the students'

health is gained when we compare 1920 with 1936. A survey of student health services conducted by the American Medical Association in 1936 showed that 294 out of 323 universities accredited by the American Association of Universities stated that they had such a health service, only seventeen reported no such service. The types of programs carried on in these institutions varied from a complete program, including all necessary medical attention for sick students such as was started at Minnesota in 1918, to a service restricted to physical examinations required for admission.

The present concept of health is a condition of well-being which embraces physical, mental, and emotional health and controls, to a very large extent, personal and social behavior Health has long been accepted as a cardinal principle in education. Little is gained in the education of students for the professions or for the important responsibilities of citizenship and family life if their abilities and ambitions are handicapped by poor physical or mental health habits or by defects which could have been prevented or corrected. There is no greater tragedy than to see a young man or woman prepare himself for a life job and then, after long years of preparation, find that because of some health factor he is unable to be placed in his chosen vocation. In the college that has a well-developed and adequate health program such a thing should not occur.

ADMINISTRATIVE ORGANIZATION

The administrative organization of a students' health service must be such that its fundamental objectives — the education of students in respect to health and the supervision of their mental and physical welfare — can be achieved. In order to accomplish this a close coordination must be maintained with many departments and individuals. There are three college departments directly concerned with one or more phases of the health program. the Students' Health Service, the Department of Physical Education, and the department responsible for health teaching In addition, every other department and individual in the university, both academic and nonacademic, contributes to the health of students. All who work with students — faculty members, counselors, and others — have an opportunity to observe students who may seem to be in need of health care or advice and to assist them in obtaining it.

The organization of health services varies according to the size of the institution and the facilities available. Because of its all-university character the health service in the majority of larger universities is set up as a separate administrative unit with a close cooperative working relationship with all the other departments and individuals on the

campus concerned with student welfare This type of organization was recommended by a recent conference on Health in Colleges.

In some institutions there is one administrative unit combining the health service, physical education and athletics, and health teaching Such an administrative unit is headed by a director or a dean whose responsibility it is to bring about cooperation and coordination of effort. This plan centralizes responsibility for the health program in one individual and should result in economies of effort and funds, but its success depends upon the interest and the broad understanding of the department head.

In other institutions health activities are supervised and coordinated by a committee consisting of representatives from the major departments concerned. The disadvantages of this plan are those inherent in any delegation of administrative functions to a committee. In still other colleges the coordination of health activities depends upon the voluntary cooperation of the administrative heads of the departments concerned For such a plan to be successful the heads of the departments must be truly cooperative and have a broad vision of the health program as a whole

More recently, particularly in some small colleges where the whole health and personnel program is just getting under way, the health service has been organized as a part of the general personnel program While this may be desirable from an administrative point of view in smaller institutions, it has the disadvantage of associating the health service in the minds of students with some of the less pleasant functions of a personnel department, such as student discipline, and this may cause some students to avoid seeking needed medical advice If a health service is to be most effective, students must understand that the confidential relationship of physician and patient will not be violated

Whatever the administrative organization of the health service may be, if it is to achieve its aim of aiding the students in establishing and conserving health there must be a close working relationship between the health service and all other departments in the college. The student's scholastic and extracurricular activities may be affected by his health and likewise may be detrimental to good health For these reasons the information obtained by the health service physician about the physical condition of the student must be combined with knowledge of his academic program, his living conditions, and his extracurricular activities The coordination of the health program with the work of other departments may be accomplished through the organization of personnel committees or, without formal committee organization, through the cooperation of the health service director and the deans,

counselors, and faculty members. Although medical records of students are confidential and cannot be made available to other departments of the university, this does not mean that the conclusions of the physician regarding the health status of the student should not be available to those in charge of a guidance program. The wise health service physician, without violating any professional confidence, can give an evaluation of the capabilities of a student as far as his physical and emotional health are concerned which will be of great assistance to those responsible for academic and vocational counseling. It is little use, for example, for the health service to have a record of a student with some disability which would prevent his being certificated for teaching and yet to have the counselors in the College of Education be unaware of this and so allow the student to pursue a course in education.

COSTS

The costs of college health services are met by the assessment of fees, by an allotment from the general funds of the college, or by a combination of the two methods. In schools with small enrollments it is difficult to carry on an adequate health program with student fees alone. In larger institutions where the costs can be spread over a large number of students health services are usually financed by a health fee. In seventy-one institutions in which fees are the chief source of funds the fees range from less than three dollars to twenty-five dollars or more per year. There is obviously a relationship between the health service budget and the type of service rendered. In a survey made before the war the per capita budget for health service was found to be lowest ($1.82) in institutions with day students almost exclusively and highest ($20.03) in privately controlled colleges. The health program at the University of Minnesota is financed entirely from a portion of the incidental fee paid by all students as a part of their tuition. The present allotment for the health service is five dollars per quarter for each student.

ACTIVITIES

The activities of a college health program, aside from regular work in physical education, may be grouped under six main divisions: (1) physical examination and correction of physical defects, (2) dispensary service, including mental hygiene, (3) infirmary and hospital care, (4) campus sanitation; (5) health instruction; and (6) research. The extent to which these various parts of the program are developed depends upon the funds available and the staff employed. At Minnesota it has been possible to provide a rather inclusive health program. The staff of the health service has grown from one full-time physician in

1918 to thirteen full-time physicians, sixty part-time physicians, seventeen part-time dentists, a public health engineer, fourteen nurses, and the essential technical and clerical staff.

As noted above, in the physical education era in college health work a medical examination was given each student to determine his fitness to participate in physical education activities. Today the medical examination is no longer given merely as a protection against injury in the gymnasium or on the athletic field, it is also a constructive procedure for the health education of the student This examination is used to help each student evaluate his own health assets and liabilities and to exclude from admission those who would be injured by the school program or those who would endanger the safety of other students. The number of students barred from admission for health reasons is not large Obviously, students with some contagious disease such as active tuberculosis are not admitted. The prematriculation examination should be much more than a perfunctory procedure If it is to achieve the objectives set forth for it, it must be sufficiently complete to determine minor deviations from normal health so that these can be corrected before serious results develop.

At the University of Minnesota the medical examination is required before the opening of school. The examination includes the usual complete physical examination, an examination of the teeth by a dentist, a chest x-ray, routine laboratory work including a serological examination of the blood, vision testing, and an audiometric examination. After completion of these procedures, each student is given an appointment with a physician for health counseling and for advice regarding defects found at the time of the examination. The student is advised of any corrections which need to be made and is given assistance in arranging for such corrections, either through the Health Service or through the student's private physician.

At this conference the doctor also has an opportunity to discuss with the student his living conditions, health habits, extracurricular activities, curricular load, outside employment, and many other factors which may affect his health and welfare. This physician-student conference is an exceedingly valuable health education tool if properly conducted. At this time, also, students may be referred to faculty advisers or counselors for adjustment in academic load or for other special problems. Following the medical examination a report is made to the Departments of Physical Education, classifying the student as to his health status for physical activities

In addition to the prematriculation examination, periodic health examinations are available for students and are required annually in some

colleges The value of an annual medical examination for all people has been established as one of the best preventive medical measures If students in college develop the habit of an annual examination, many of the disabilities of later life may be prevented The periodic health examination also provides an excellent opportunity for individualized health instruction.

Unless some plan is evolved through which significant physical and emotional defects can be treated, the educational value of the health examination is greatly lessened Most of the larger colleges and universities now consider it a function of their health programs to provide facilities for the correction of such defects.

At the University of Minnesota this is provided through a dispensary and hospital staffed and equipped to give the best of medical care The Students' Health Service at Minnesota is fortunate in its close association with a great medical school and with the university hospital, which makes all the facilities of these departments available for the care of students We believe two of the important educational functions of a health service are (1) to teach students the importance of preventive medicine through the care of early illnesses, and (2) to teach them what good medical care is. That students will take advantage of medical care if it is readily accessible is shown by the fact that in one year more than 90 per cent of the students enrolled in the university visited the dispensary of the Health Service voluntarily for some kind of advice. Physicians are available to students twenty-four hours a day. In the dispensary students may see a physician for general medical consultation at any time without appointment. Appointments are made with consultants in the various medical specialties

The student hospital or infirmary is equipped to provide complete medical and surgical care As a preventive measure, the early hospitalization of minor illnesses is important—not only to save loss of time for the student who is ill, but also for the protection of other students on the campus. The college dormitory, or fraternity, or rooming house is not prepared to give nursing care to students who are ill, and unless such students are removed from the dormitory, other students may be unnecessarily exposed to acute respiratory infections or other communicable diseases. An effort is made to make each visit to the dispensary or the hospital an educational experience for the student, because when one is ill, he is much more susceptible to advice about his health than when he is well.

The mental hygiene service is an integral part of the medical care provided for students The close relationship between physical and emotional health is well recognized. Many students seek advice at the

Health Service for physical complaints who, upon study, are found to have emotional problems responsible for their physical symptoms. Likewise some students referred to the mental hygiene unit for more or less severe emotional problems will be found by the psychiatrist, after complete medical examination, to have some organic disorder as a primary or contributing factor to the emotional symptoms.

One of the special services provided by the Students' Health Service, which serves as another example of the trend toward personalizing the health program, is a special diet table for students in need of special foods. Students with diabetes, gastric ulcers, allergies, obesity, and many other conditions find it difficult if not impossible to obtain the proper diet in a dormitory, boardinghouse, or cafeteria Such students may have their diets prescribed by a physician and obtain their meals, prepared by a dietitian, at the special diet table of the Students' Health Service. Some students would be unable to continue their education and maintain their health without such assistance.

The supervision of environmental factors which may affect student health is another part of the over-all health program at Minnesota. A public health engineer is employed on a part-time basis, as are sanitary inspectors of various types All student rooming houses, including fraternity and sorority houses, are inspected annually for health and safety factors All food handlers, both full-time employees and students, employed in university kitchens and dining halls and in fraternities and sororities are given annual medical examinations. The kitchens themselves, dish-washing machines, refrigerators, and all equipment used in the preparation and handling of food are inspected periodically All university swimming pools are inspected weekly and samples of water are taken for bacteriological examination In addition to these inspection and supervisory services and the informal teaching carried on at the time of such inspections, classes for food handlers are held for instruction in safe methods of preparing and handling food. The effectiveness of the program in improving environmental factors on the campus has been the result of the excellent cooperation given to the program by the Department of Buildings and Grounds, the food services, the Housing Bureau, and the Departments of Physical Education and Athletics.

The opportunities for research in the field of health are unlimited, and research should be a function of a well-organized health service Few scientific data are available in many fields relating to health as well as to disease. For example, the recent war disclosed the paucity of knowledge in the fields of nutrition and physical fitness. The college health service, dealing with so-called normal young men and women,

should contribute to knowledge in such fields. Many other fields of clinical research are ideally adapted for study in student groups and will contribute information to guide our future practices and programs

The health teaching program at Minnesota is the responsibility of the School of Public Health This department provides both undergraduate and graduate teaching in the field of personal, community, and public health Much of the undergraduate teaching in personal and community health is done by full-time members of the Health Service staff whose academic appointments are held in the School of Public Health. The Health Service physician, who is dealing with the day-to-day health problems of students in the dispensary or infirmary, brings to a formal class in personal health an intimate knowledge of the needs of students

TRENDS

Trends and future developments in health service to students have been indicated at various points in this paper. It may be well at this time to bring these suggestions together in a general statement, even at the risk of repetition Five trends seem to be particularly worthy of mention

1 The rapid advance of medical science and the expansion and growth of public health services in the control and prevention of disease have aroused widespread interest in individual health. Concern for the health of the student will follow this trend More colleges and universities will establish health services, and health services will continue to expand and adapt their services to use advances in medical science, public health, and education to give better service to students

2 Greater attention will be given to the individual student and his particular needs in helping him to reach his optimum health level Physical examinations will be more extensive, and physicians will have more time for health counseling and follow-up Special services will aid the student to secure the attention and aid needed for correcting defects and maintaining health.

3 The development of psychosomatic medicine has given increasing recognition to the relationship between mental and physical health Health services will follow this trend by providing adequate psychiatric services for students

4. Programs in general education are recognizing increasingly the importance of health education and information as a part of the training of each student for the responsibilities of citizenship and family life Each college student will in time have an opportunity to gain informa-

tion on personal, family, and public health problems as a part of his general educational program, in order that he may be not only a healthier individual but also a more effective citizen and a wiser consumer of health services.

5 Faculty members, counselors, and other staff members will follow the general trend of increased interest in mental and physical health They will become better observers of students' health needs, and because of this improved observation, more and more students will be advised to seek the health care and advice they need before serious difficulties arise.

Part VIII

THE ROLE OF STUDENT HOUSING IN EDUCATION

Student Housing as Personnel Work

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THERE is by this time quite general agreement among those engaged in personnel work that student housing involves something more than mere shelter, reasonable physical comfort, and adequate sanitation. We might further agree that the problem of housing students is one of the most pressing facing the college administrator today. Whether the conscience of the community, the bias of the personnel worker, or the student demand is responsible for the immediate priority assigned to this area is of little consequence to us here. The important fact is this: Student housing has become an inextricable part of the educational enterprise.

Having obtained these minimum concessions, I should like to put forth five propositions to define the educational use of student living units.

First, the living unit is a display case of social-psychological mechanism, the dynamics and behavior integrated badly or not at all with the educational techniques and objectives used in the counselor's office and the classroom.

Second, if the basic abstractions and concepts of general education are to result in meaningful and consistent behavior, they must be derived from and applied to the immediate experience of the individual student. More experience is available in the dynamics of the residential living situation than in any other reasonably controlled frame of reference available at a college level.

Third, real educational use of the living unit demands broad positive educational objectives and rigorous criticism and validation of the techniques used to achieve these objectives. Currently only limited use

is made of environmental manipulation as an aspect of therapy, and this is almost invariably phrased negatively. Removal from an adverse environment rather than positive educational manipulation is the rule of present practice.

Fourth, if the potentials of previous propositions are to be realized, I naturally conclude that educational control over living units is essential

Fifth, without closer working relationships between the instructional and student personnel staffs, these educational potentials will never be fulfilled.

Within the limits of this paper it is not possible to detail the full implications of these five propositions with respect to the many types of living units common to American universities and colleges Even the five residence categories that cover the bulk of the nation's student population – rooming houses, dormitories, fraternities, apartments, and parents' homes – must be by-passed Mr Dammen will spell out dormitory living patterns and their educational implications I will confine my remarks to fraternities and rooming houses and to certain phases of housing considered from the point of view of student personnel work.

Fraternities and rooming houses are obviously the extremes of the continuum of residential categories based upon group living, yet even a partial understanding of either will involve the academic disciplines of sociology, psychology, education, economics, and their related applied arts Individuals within these living units are, at Minnesota, end products of a series of natural selection. The limited empiric evidence available indicates two differing levels of group social adjustment and socio-economic backgrounds, as well as different attitudes toward a variety of fact and value questions There is some evidence that among fraternities and equally among rooming houses the selective process has been based on differing personality patterns

Some knowledge of the social context of the group, its atmosphere and group dynamics, is necessary in order to view the behavior of the individual intelligently Unfortunately, very little is known of these selective mechanisms or of the total group context at the present time, although some scattered data are available through householder case histories and the personnel records kept by fraternity counselors. As new techniques for defining the nature of groups become available, placement of the individual student within an individual residence can become a matter of intelligent choice of educational and personal objectives within the limitations of price and community location

Adequate records and the work of four social workers on the staff

of the Student Housing Bureau, whose principal task is that of interviewing householders, make identification of gross deviate behavior, among both householders and students, relatively simple at Minnesota Thus, last year it was indicated that 50 per cent of the university discipline cases arose in rooming houses It would be stretching the point to conclude from this that rooming-house students behaved more antisocially than members of other residence groups. More adequate techniques for observation and recording of the wealth of behavioral data available through rooming houses are a more likely explanation of such a disproportionate cluster of antisocial behavior Disciplinary counseling is ordinarily negatively oriented. Rehabilitation of the individual requires conformance only to minimum behavioral norms tolerable to the university community

It is important, perhaps imperative, that the behavioral resources of the living unit be claimed for general use and universal educational objectives rather than squandered on the rarely used and negative process of rehabilitation.

I believe this is the obvious conclusion to be drawn from what is already known about the learning process and the current trend toward clear formulation of educational objectives As this process of defining education in terms of objectives gets under way, a search for criteria of achievement will naturally follow McConnell, as a leader in the general education movement, has already clearly posed this problem and given his own answer to it.* He has accepted the criterion of behavior as the only objective measure of the degree to which we as educators are able to alter our raw materials within a four-year period. He has defined "doing" as more important than "knowing" and "knowing" as meaningless without "doing" This is the stiffest possible criterion of whether we are doing through education that which we claim to do.

Allow me to use a simple example to illustrate the point Suppose one of our educational objectives is to enable the individual to distinguish clearly between fact and preference statements. Most college graduates should, if we are making our mark, practice this differentiation in their daily lives Or, to be more concise, suppose the proposition that biological inequality is not a function of race is true and the practice of racial discrimination is therefore without basis in fact Then, according to McConnell's criterion, the daily behavior of the individual should be consistent with the knowledge he possesses.

Or, to take one of the educational objectives defined by McConnell,

* T R McConnell. *A Design for General Education* Washington, D C American Council on Education, June 1944

participation in the affairs of the community is one of the responsibilities the educated man will fulfill. Once again, if we were making our mark, it should be possible to demonstrate that college students participate in community affairs with greater regularity than a matched group of non-college students, where college or non-college is the only significant variable Unfortunately, current evidence might indicate that we are not successful in the task we have set out to complete Somehow or other, the vast subject matter put forth in the classroom fails to find overt expression in the behavior of the individual

Since the classroom is the basic frame of reference in higher education, perhaps some of the difficulty lies therein. Perhaps additional frames of reference and techniques are necessary to supplement the accumulation of content and knowledge. The additional frame of reference I would propose is the residential living unit Here classroom concepts can be applied if democracy is upheld in the classroom If behavior within the living unit is undemocratic, this behavior will quite probably triumph in the last analysis—*first,* because on-going life in a living unit is vital and of immediate concern; *second,* because life in the living unit is intimate; and *third,* because a natural conclusion from the intimate and vital nature of the learning process is immediate and highly motivated

It seems to me that maximum utilization of the environment would imply practice of concepts learned in the classroom. One of the advantages of the living unit as most are now constituted is the availability of professional personnel to check on progress toward the educational objectives outlined by the college

I have attempted to outline briefly a broad philosophy of potential developments in the educational use of living units. Program implementation of this philosophy is the work of another twenty-five years of coordinated instructional and personnel effort. I hope the day is not far distant when the architectural student who belongs to a fraternity will be asked to redesign his fraternity house, obtain acceptance of his plans, meet the limitations of finance and the desires of his clients, and present to his instructor a project which will be acceptable by the standards of the classroom If he is unsuccessful, perhaps the interpretive, educational, and integrative processes can begin with this first failure

The personnel program for rooming-house students at the University of Minnesota is based upon the five propositions previously stated We have a long way to go before we achieve even partial realization of these objectives, but some program description should serve as a progress report.

Students residing in units other than dormitories constitute at

Minnesota 75 per cent of the non-metropolitan student population. As a result of their primarily rural background and their dispersion from the campus, these students are both ill informed and hesitant about participating in the social program and personnel services available to the student body The relationship between students residing in rooming houses and those in other residence classifications has been the subject of repeated debate in campus political activities Nearly every campus political campaign has promised some new political recognition for this forgotten class.

The past two years of shortage has seen an increasing number of students seek the services of the Student Housing Bureau The unit interview load in 1944–45 was 4093, in 1945–46, 16,144 In 1946–47 an estimated 21,000 were interviewed

The initial interview and all subsequent interviews are recorded on a numbered housing personnel card which serves as the student case record for one academic year Each such card covers a wide range of information including all previous placements, personal disabilities, confirmed adjustment problems, financial status, age, college course, housing needs, and other related factors.

If the student has been the subject of a householder complaint, this complaint is classified and posted to his housing personnel card As data accumulate this card may serve as a gross diagnostic instrument for the interviewer, a longitudinal history in an adjustment area for the clinician, and a reliable summary of placement data Such information enables interviewers to identify problems of adjustment where the symptom is repeated minor antisocial behavior prior to a major delinquent act Through referral, counseling may begin at an earlier effective date, and environmental conditions may be altered to fit the desires of the clinician The minimum that can be expected from such a service is student placement which is not detrimental to the counseling process. Therapeutically such an aid is subject to the limitation of age, the nature of the delinquent act or precipitating factor, and developmental theory Two simplified situations will serve as examples of this preventive use of the placement procedure· Identified psychopaths are not placed in graduate houses where restrictions are virtually nonexistent, and social recluses are not placed in private homes in the suburbs of the city.

Before considering actual placement procedures, mention should be made of one further interview function. At present the Student Housing Bureau is one of the first agencies where person-to-person contact between the personnel worker and the student or parent takes place The size of the university and the present accelerated pace in all its

activities are often equated with the term *impersonal* in the minds of parents and students. We have found that the tension which naturally accompanies the registration process and anticipated housing difficulties may be relieved by restructuring the university setting in a more personal light. At the beginning of the academic year this orientation process is one of the major phases of the interview.

Placement procedures in rooming houses vary according to the tentative classification given to each applicant at the conclusion of the interview Four major categories are used.

1. Students with psychological problems identified either through the interview or through referral from another campus personnel agency are separated from the main group of those interviewed Speech clinic cases, discipline problems, students with difficult home adjustments, and students whose personal or social adjustment may be improved by a change in environment are included in this category Cripples, diabetics, spastics, and students with physical disabilities are also designated for specialized placement. Action on the application of these individuals is delayed until full information from all campus personnel sources may be collected.

As part of the routine placement process for members of this group, householder case histories are reviewed and individuals are placed with those householders who empirically have aided students in overcoming roughly similar problems. The security offered by an interested family in a private home has proved superior in most instances to the atmosphere of a regular rooming house Following such a review the householder receives an abbreviated and simplified statement of the problem and is advised of the methods most useful in dealing with anticipated behavior or adjustment problems Regular contacts with these householders are maintained through field work

2. Students whose cultural backgrounds differ from the American pattern also receive specialized assistance in placement. Although placement criteria differ for these students, the process is similar to that used for the physically and psychologically handicapped. To supplement this program three privately owned rooming houses have been converted on an experimental basis into international houses Supervision and placement in these homes rests entirely with the Student Housing Bureau, and membership is restricted in the following manner. No two foreign students with the same cultural background may be placed in a single unit, and one half the tenants must be American students Placement in such units follows a more rigorous and lengthy interview than that routinely practiced. A limited testing program for determining initial attitudes and attitude changes is under way in these units

3 Most students are classified as regular placements. Their needs are matched with those vacancies which best meet their demands Each listing rejected and the reason for the rejection is posted to the student's housing personnel card Final placement is confirmed by a telephone conversation with the householder If the reasons for the rejection involve the suitability of the householder or the house, the case history folder is checked for confirmation If the data available are inadequate, a field call is made.

4 Severe neurotic or psychotic adjustment problems are referred to a psychiatrist or senior counselor Placement is delayed until a recommendation is received

It is obvious that such a placement program requires more than the usual cooperation with and control over private rooming-house operators. A further requisite is a detailed knowledge of each householder, the history of her relationship with students, and her weak and strong points from a personnel point of view. The householder is, in fact, the keystone upon which the program is built. Although every effort is made to convince householders of the advantages which will accrue to them and to students through a personnel treatment of placement, occasional resort to police powers is necessary Each student, married or unmarried, graduate or undergraduate, is required to live in an approved residence. If house or householder standards are below the acceptable minimum, approval as a student residence may be withheld or withdrawn Although this economic weapon is more widely exercised today than ever before, it remains a procedure of last resort

There are now more than three thousand rooming and apartment house operators renting to students, compared with fewer than one thousand in the early months of 1945–46. To most of these persons, renting to students is a new and unusual experience. The long-standing traditions of hostility and independence common toward any agency that has been identified with police powers is nonexistent among these new householders This has been a boon in educating them to a personnel point of view. They are further interested in the protection their cooperation with this office offers them as landlords.

In developing the householder aspects of this program four instruments have been used effectively Field work, in reality social work on a new operational level, is the most important Four full-time professional social workers are employed, and an in-service training program is offered to alter, when necessary, standard social case work techniques so they may be applied to a heterogeneous group ranging from one extreme to the other in educational, cultural, and socio-economic backgrounds Each such field worker is assigned one of our geographic

districts, and householders and students within this area are her potential and actual "clients" This roving personnel service is a significant departure from the usual office setting for college personnel activities

In conducting an educational interview with a new householder, the field worker outlines the part to be played by the householder in the over-all personnel program. University student personnel resources are briefly summarized, along with methods of securing student cooperation in the observance of general regulations, the behavioral significance of rules violations, methods of identifying social isolates, and a point of view on the range of student living patterns and wherein and why these differ from those of non-student tenants At the completion of the interview the householder signs a general policy statement outlining the responsibilities of an approved householder

If the householder has had previous experience in renting to students, a portion of the interview is devoted to specific student problems within her own home. Instances of poor academic, personal, or social adjustment are noted for further investigation Intrahouse organization is encouraged and the householder training program and Student Rooming House Council are explained

Immediately following the interview each house and householder is assigned a rating on the basis of a 150-item Rooming House Rating Scale now in the process of validation This instrument contains three subscales with relatively low intercorrelations. If the total score falls within the approved range, a detailed inspection of physical facilities is made by the university Health Service. These evaluations and ratings are posted to the housing information cards used by interviewers in matching placement with need. Such cards are the summary histories of materials gathered from all sources on each house for a two-year period. The original information becomes part of the permanent householder case history folder. If the field worker finds the householder qualified and willing to assume a part in one of the experimental programs, this judgment is reported and evaluated, and if approved, an additional field call is made to complete the arrangements. A routine householder interview occupies from forty to sixty minutes

Field calls are also made in response to householder or student complaints. Complaints may vary in seriousness from incompatible personalities to a full-fledged war of attrition between student tenants and landlords. As is true in most verbal evidence, these complaints carry an effective charge and are symptomatic rather than dynamic Adjudication will vary from situation to situation depending on the degree of structuring, the amount of emotional involvement, the available or possible solutions, and the prognosis for individual and group adjust-

ment within the same environment. Field workers encourage and attend individual house meetings between the householder and her student tenants. When possible some measure of student self-government is established, but staff limitations make group work difficult The main function of the field worker in such meetings is the development of a permissive atmosphere for a more objective discussion of disagreement and controlling the release mechanisms that are a natural concomitant of the particular setting.

In working with students an anti-symptomatic approach to their complaints has paid dividends As would be expected, scholarship, social inadequacies, and finance are among the underlying and real precipitating causes of disagreement. The complaint as a readily available point of reference makes referral to other personnel agencies simpler than would normally be expected.

Two types of cumulative records are kept on students. Both are excellent resources for the identification of counseling problems, and one serves the secondary purpose of pointing up householder inadequacies. The first of these records is the tabulation and posting of all householder and student complaints; the second, the number of residence transfers made by an individual student during an academic year. The latter, when taken as a cumulative record, may show rather startling results Certainly in some instances more than the normal moving about is a reflection of poor adjustment to the college environment.

Field work is supplemented by a householder training program analogous to that in operation for dormitory and fraternity counselors. The personnel role of the approved householder, the student personnel resources of the university, property improvement, and home management are among the topics included in the monthly series of lectures and discussions Once a month a "Householder Newsletter" is issued by the Student Housing Bureau. This leaflet summarizes basic policies and previous training program topics Local gossip and the designation of an outstanding house-of-the-month are included as interest-drawing items.

Although the student organization made up of tenants of rooming houses and private homes is one of the more interesting aspects of the total program, an adequate discussion of the relationship of this threshhold group to student activities would consume far more time than is available. I hope it will suffice to say that the Student Rooming House Council serves as a counter to the social isolation usually taken as synonymous with residence in a rooming house or private home

I have attempted to describe briefly a few of the personnel techniques and procedures applied to student housing at Minnesota as a

part of the student personnel program. The program relies on an integrated series of services based upon established principles of social case work, social group work, and counseling I believe our experience has substantiated the premise that comprehensive personnel services can be made available to students living in rooming houses and private homes. Only the future can unfold the full use of living units in the educational process. Dormitories are not touchstones to adequate personnel procedure It would be nearer the truth to say that dormitory procedures and personnel formulations are equally in need of drastic re-evaluation Dormitories simplify a good many problems, but the long-term reality of students living in rooming houses and private homes must be faced. Until adequate dormitory space is available and within the means of all students, there will remain many rooming-house students whose personnel needs are both pressing and important.

Residence Halls for Students

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THE first colleges organized in America provided housing as part of their educational programs. This was natural since these colleges were modeled to a great extent after the English universities, Cambridge and Oxford. These English institutions have always regarded a system of halls of residence as essential The close relationship between instructors and students in work, in social relations, and in play has been the very essence of Cambridge and Oxford. This system is so fundamental that growth of these institutions has been dependent upon their expansion of halls of residence

Many of the endowed American universities have followed the Cambridge and Oxford pattern. Some of the state universities began with this housing plan in mind and among the first buildings erected were halls of residence for the students The rapid growth of the universities, however, plus their dependence for funds upon state legislative grants and appropriations, soon made it impossible for them to continue to provide adequate student housing. Consequently, out of

necessity the housing of students was removed from the university sphere. In some cases, even the existing residence halls were transformed into classrooms. It was natural that many universities discontinued housing as part of the educational program and greatly curtailed their concern with a student outside the classroom.

Today in America we find that university owned and operated housing programs have evolved along two broad lines. One plan provides students a place to eat and sleep and a place that is proctored so that order is maintained and unruly conduct held at a minimum. The other plan provides, in addition to a satisfactory physical layout, a well-rounded educational, social, and cultural program At the University of Wisconsin we are definitely committed to the latter plan. Our Division of Residence Halls stresses the educational opportunities in group living

Donald L. Halverson, the director of this division from 1924 to 1945 and the man who fostered and developed the educational organization of the halls at Wisconsin, made these comments during his report to the University Personnel Group in 1939

> The Division of Residence Halls is conceived as part of the University's educational system Personally, I can see little or no justification for the University's going into the rooming and boarding business. But there is much justification in bettering housing and living conditions, in giving students the protection and security of a well conceived system where living in the halls will be an educational experience and privilege, a system which stresses the social values of living together, of getting the other fellow's viewpoint, of learning to get along with one another and to respect another's opinions, of benefiting by the daily give and take, of learning to live with a group and to appreciate the value of associated effort, of experiencing the broadening influence of meals together with a spokesman or leader to start off the conversation and to provoke discussion, of realizing the gradual polishing of manners and the growth of personality through the development of confidence and pride in accomplishment—of rubbing elbows by the city boy and the farm boy, of the benefiting value of competition at games and tournaments All these experiences are cultural and educational and thus worthwhile.

As a minimum contribution to the development of students, residence halls should strive to provide comfortable, reasonably priced living accommodations for as many students as possible Beyond these obviously necessary requisites, we believe that significant contributions can and should be made Charles Richard Van Hise, former president

of the University of Wisconsin, gave us true inspiration for our men's halls when he stated in his inaugural address

> When a student goes out into the world, there is no other part of his education which is of such fundamental importance as capacity to deal with men, to see the other fellow's point of view, to have sympathetic appreciation with all that may be good in that point of view, and yet to retain firmly his own ideas and to adjust the two in fair proportion. Nothing that the professor or laboratory can do for the student can take the place of daily close companionship with hundreds of his fellows.

Because a college graduate is expected to know a great deal more than he learns in the classrooms and laboratories, we consider our residence halls obligated to augment in every way possible the individual student's educational experience. Fundamental to such a program in our halls are the small house unit, the House Fellow system, and student participation in self-government.

We believe that small houses, even though they may be a part of a larger hall or quadrangle, encourage a group feeling and develop a spirit of camaraderie. We have houses in which the number of residents ranges from thirty-five to eighty, with the majority averaging from forty to fifty The number we consider most effective from the standpoint of organization and program is approximately fifty students. Each house has its own particular organization, and we neither expect nor desire that our houses follow a definite organizational plan. We believe that the personal development of the students can best be accomplished by encouraging individualism among the houses Each house in its way tries to be the best on the campus. As a result, each house develops a separate personality and has a distinctive character, with certain boasts, certain trademarks, and special traditions of its own One house may be noted for its athletic supremacy, another for its scholarship (incidentally, all our houses have consistently been well above all other groups on the campus scholastically), another for its exceptionally well-rounded social program, and still another for its wide representation in campus activities Competition exists among the houses in scholastic standing, in athletic contests, and in social affairs Supremacy trophies are awarded for the various activities. Each house with its officers and its committees offers many opportunities for the individual members to engage in a variety of activities.

Each house has assigned to it a "leader" who is a young graduate not too removed from the students in experience and point of view. Being contemporary in age and interest, he and his students can share more common interests He is host, counselor, and friend to the men.

We call him Fellow because this word best fits the role he plays, he is more than a counselor and certainly not a proctor Since it is hoped that the finer characteristics of a house can be perpetuated, special attention is given to the employment and placement of House Fellows An attempt is made to give a house the type of Fellow who is most responsive to the character of that house, and who, at the same time, is in a position to contribute to the pattern which the house has established.

The Fellow is chosen by the residence halls faculty committee for qualities of character, leadership, culture, and special abilities A large portion of the success of the residence halls program can be attributed directly to the caliber of the Fellow chosen, the training he receives, the personality he possesses, and the initiative and leadership qualities he expresses. The greatest care is exercised in choosing the House Fellow.

We are always on the alert for Fellow candidates and are always willing to accept applications. Applicants are given a preliminary screening, which consists merely of a short interview with the Head Fellow or with another staff member, and are then asked to fill out a written application Letters of recommendation are required and rating scales are sent to the references submitted. The faculty committee then appraises the written applications and selects the candidates to be interviewed. It is significant that the committee gives no regard to the financial status of the applicant—need for the job has no bearing on selection. The various department heads and deans are so well acquainted with our program that there is no thought of the Fellow's position being a "plum" to be given to certain favorites. The committee selects men to do a particular job and a difficult one.

It would be impossible to list all the attributes and characteristics which the committee hopes to find in a Fellow. However, there are certain qualifications he must possess A Fellow is a teacher in the true sense and so is given educational rank He teaches by example; his own qualities, therefore, must project the things he is attempting to develop. He must exemplify refinement and high standards. This refinement does not mean lack of masculinity, it means constant good taste, adherence to high moral standards, and the possession of above average social poise and adaptability.

A Fellow's personality plays a most important role. He should inspire confidence, be tactful, and have an abundance of patience and sympathetic understanding. He must radiate enthusiasm so that he can arouse enthusiasm in others, and he must have a genuine and dependable sense of humor.

The Fellow must have sufficient time to spend on the job Outside of the graduate work he is carrying, he should not have any time-consuming commitments. It is most desirable that he spend as much of his time as possible with his men even though this may mean curtailing his own outside social activities.

A Fellow should have had experience which demonstrates his ability to lead others, to organize and administer programs, to use initiative, to handle himself intelligently and maturely in new situations He must be able to recognize problems, to evaluate honestly his own ability and inability in dealing with these problems He must enjoy working with the men and helping them.

Because the Fellow is in such close contact with the men in his house, he will exert an influence on his students that is not exceeded by any other person in the university. It is therefore of utmost importance that he know both the purpose of his appointment and the philosophy of the institution, and that he be in sympathy with them. He must do all in his power to direct the lives of his students toward the fulfillment of that purpose.

The Fellow is expected to guide the house but not to dominate it, and full responsibility is placed on the students They plan and execute the program and look only to the Fellow for guidance. We want the Fellow to be free from the encumbrances of any routine administrative matters so that he can devote his time to the individual men. His role is to provide the individual student opportunities to develop himself mentally, physically, morally, socially, and, to use an all-inclusive term, culturally. His success is our success and his failure our failure, so we make every effort to help him play a successful role.

Each spring and fall, after the new House Fellows have been selected, we have a three-day period devoted to House Fellow conferences. At the first conference we try to acquaint the new Fellows with the program of the Division of Residence Halls so that they may gain a full appreciation of its aims and principles and understand as well the functioning of our business offices, personnel policies, and the handling of student room assignments We consider the Fellow a very important staff member and want him to know everything possible about the operation of our Residence Halls

At a second meeting the directors of the various university personnel services explain how their facilities serve the students and how Fellows and students in turn can best use them. These services include the Student Health Service, the Psychiatric Clinic, the program and services of the Student Union, the Student Counseling Center, the Reading and Study Clinic, and the Adviser of Men's office (formerly

the Dean of Men). In addition, the structural arrangement and scholastic policies of the offices of the various college deans are explained

At another session the role of the House Fellow as it pertains to student government is discussed. I shall deal more fully with this student government program later.

The final, and probably the most important, conference deals with methods the Fellow may use to assist the individuals of his house Subjects covered are these: scholastic counseling, interviewing techniques, house organizations, guest speakers, and Fellow problems. At this conference the presentations are made by experienced Fellows and by faculty members

In all our training we stress the point that there is no set program pattern which the Fellow must follow We have no written manual because we prefer that each Fellow determine for himself the methods he wishes to employ Each Fellow is given absolute freedom in the advisement of house activities and in the solution of house problems He is free to ask others for advice, but the final decisions rest with him and with the house; and he and the members of his house are, in turn, accountable for their actions. This type of philosophy may appear to foster inactivity and a static condition for fear of erring, but on the contrary, confidence placed in the Fellow and in student residents encourages greater thoughtfulness on the part of all, diversification of activity, and foresight in decisions. A widespread negative attitude has never crept into our halls, and we do not believe it ever will

It would be impossible for a Fellow to assimilate all the information given him during the three-day conferences Consequently, we carry on the training program throughout the year. Each week we have Fellows' meetings – dinner get-togethers at which ideas are exchanged, new policies suggested, bits of information passed on, and reviews made of materials covered during the original conferences Often at the Fellows' meetings we have faculty guests who speak on subjects closely related to the Fellows' duties or on broad subjects of general interest Besides the benefit derived from such discussions there is a second advantage, that of acquainting the faculty with the role of the Fellow and with the program of the halls

Other important features of the Fellows' training are the conferences held with individual Fellows by the director, his assistants, and the Head Fellow of the halls. These may be nothing more than talks on how the Fellow may better do some phase of his work, the airing of complaints which some of the residents may have, or the discussion of departmental policies.

The faculty committee decided early that the maximum time a man

may serve as a Fellow is three years. This decision was based on the belief that by the end of three years his freshness and enthusiasm for the work would, to some extent at least, be worn off and might be replaced by a standardization of procedure and a routine approach to the problems involved.

In addition to the responsibilities of helping the individual members of the house and guiding the development of the house itself, the Fellow acts as adviser in some phase of the over-all organization of the men living in the halls This organization of eighteen hundred men is called the Men's Halls Association. It is governed by a cabinet composed of members elected on the basis of one representative for every eighty men. This cabinet has under its jurisdiction many activities which provide excellent educational experience for the men.

These activities are similar to those found in residence halls at other universities. We have our library, athletic and social programs, store and barbershop (these, incidentally, provide added revenue for the association), and numerous clubs such as radio, camera, and workshop, to mention only a few.

What we feel is different in our program is the fact that the students have the satisfaction and the complete educational experience of running their association as they desire without interference from the university. The association collects its own dues, draws up its own budget, makes its own disbursements, and, in short, functions as an entity. This gives the organization independence in spirit as well as in fact.

Although the Division of Residence Halls does everything to nurture and foster the association activities, it gives direct assistance only when requested. The Fellow, in his capacity as adviser of an association activity, can bring the experience of the division to the association and can insure continuity. We impress upon him, however, the importance of keeping to his role as adviser and not assuming that of supervisor We do not hesitate to replace a Fellow if it comes to our attention that he is attempting to engineer activities or to force his own desires on the men. On the other hand, the Fellow is a member of the association and as a member may voice his opinions.

Contrary to what some may think, the Fellow does not become "the voice of the division," a curbing force for ventures into new fields, or the inhibiter of student spontaneity. It is natural that, being a leader, he will aid in carrying out the program. His actions are guided by the fact that he is expected to assist, not to dominate The difference in his roles as a Fellow and as an association member is perhaps difficult to delineate, but we feel that our House Fellows have grasped it.

Our best proof is that the association has expanded continually over the past twenty years and has proved its ability to be constructive, to profit by its errors, and to satisfy educationally and socially the needs of its members

We think it significant that the philosophy which guided the residence halls program before the war was resumed *in toto* following the war, with 100 per cent veteran membership in the halls. This type of highly critical resident, somewhat more mature, inclined to be on the defensive, and wary of discipline, has accepted our personnel policy with enthusiasm. The veteran possibly appreciates more fully the demands that postwar college years will bring him. He has, almost without exception, participated even more actively in the affairs of his house and the association and has sought to a greater extent the assistance of the House Fellow than the prewar resident

Our university president and faculty point with great pride to the scholastic attainment, behavior, and general cultural gains of those who live in the halls.

Although this report has dealt exclusively with our men's halls, we have an identical setup in our women's halls – which, incidentally, were the first dormitories organized on the campus and had been in existence many years before the men's halls were opened. The women's halls, however, after seeing the results of our men's Fellow program, asked that it be applied to them. This was done in 1940 and has proved both successful and beneficial.

I hope I have not given the impression that we think our system is the perfect one. We are, however, definitely committed to it. We seem to be free of many of the troubles that often go with hall operation Our students are enthusiastic about their rooms and their board, scholarship is high, and participation in general university activities is above that of other organized groups. We are constantly aware that improvement is necessary – that we must be ready to make any changes that will better serve the educational needs of our students.

Part IX

PERSONNEL WORK AS A PROFESSION

The Beginnings of Our Profession

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THE topic assigned for this section implies, on the one hand, that personnel work is a profession, or, on the other, that we must still question whether personnel work has attained professional status I should like to discuss it from the latter point of view. Is personnel work a profession?

Webster, in its definition of a profession, speaks of the "three learned professions theology, medicine and law " The use of the term *professional*, however, is without question properly applied to many other now well-established fields. The *Encyclopedia of the Social Sciences* points out that "before the opening of the nineteenth century the recognition of new professions was an extremely slow process, but during the last 150 years professions have multiplied apace " If, then, there are many professions, can personnel work properly be included in this category?

In its definition of a profession Webster also admits the following "The occupation, if not purely commercial, mechanical, agricultural, or the like, to which one devotes oneself, a calling in which one professes to have acquired some special knowledge used by way either of instructing, guiding, or advising others or of serving them in some art." The *Encyclopedia of the Social Sciences* states that the distinguishing mark of a profession is "the possession of an intellectual technique acquired by special training which can be applied to some sphere of every-day life." It is obvious, therefore, that in both of these references a good deal of emphasis is placed upon special knowledge or special training which must be acquired. Personnel workers would undoubtedly claim that their work qualifies as a profession in terms of the "special knowledge" which they possess – a knowledge used

"by way of guiding and advising others" Perhaps, however, before the claim to professional status can be established, more information will have to be given as to whether personnel workers have truly acquired some special knowledge and in what ways this knowledge is special.

Cowley points out that personnel workers were found in medieval universities These early personnel workers, although I have no exact references to cite, were undoubtedly trained in the kind of counseling methods and welfare work which priests of the various church orders were expected to do Certain orders of priests and monks in the Roman Catholic church have long been trained in carefully designed courses and experiences to understand and counsel individuals in trouble But is it fair to claim that these individuals belong to a profession of personnel work since they actually are priests, and theology itself is one of the three original professions listed by Webster?

Several studies have traced personnel work in colleges of this country back almost to the middle 1800s, when deans of women were appointed to perform for women students many of the functions now consistently included in every definition of personnel work Ella Flagg Young of Chicago in the early teen years of the 1900s was clearly a guidance director and counselor even in terms of many of our modern concepts Cowley has pointed out that the duties of the dean at Harvard were divided about 1880 and that subsequently Dean Briggs performed there all the duties which we would now consider to be the duties of a dean of students James Franklin Findley, in a doctoral dissertation completed at New York University, places the dean of men's position as beginning about 1900.

In a book called *The Dean of Women*, published in 1915, Dr. Lois Kimball Mathews, at that time dean of women and associate professor of history at the University of Wisconsin, discusses the duties of the dean of women under the following headings The Dean of Women Her Position, The Problem of Living Conditions and Their Relation to Social Conditions, The Problem of Student Employment, Vocational Guidance, Self-government Associations, The Social Life of Students, Problems of Student Discipline; The Intellectual Life of Students. These are all functions now invariably included within what is known as the personnel program.

Did these early workers, however, truly belong to a profession? Did they possess "an intellectual technique acquired by special training"? When, if personnel work is now a profession, did it become so?

There are those who claim that personnel work became a profession after World War I when a group trained in psychology began to employ their psychological techniques, acquired by special training, to

"certain spheres of every-day life." This was the period during which Dr. Donald G. Paterson came into personnel work. It was shortly after 1920 that the term *personnel work* itself began to be used

It seems to me, however, that we might fairly question whether this is the point to mark as the beginning of personnel work as a profession. This group of individuals unquestionably possessed intellectual techniques acquired by special training. Might it not be contended, however, that this group were primarily psychologists and might more properly be said to have belonged at that time to the profession of psychology rather than to personnel work as a separate profession? Most of the activities of this group (and I was one of them) were purely psychological in nature and did not include within their scope many of the functions which Mrs. Mathews included in her book and which are now unanimously accepted as important parts of the personnel field. There clearly are aspects of personnel work that are properly sociological techniques rather than psychological techniques.

What is the history of this "special training" on which, according to all definitions, our pretension of personnel work as a profession must depend? I propose that personnel work began to take on definite professional characteristics about 1913 when Teachers College, Columbia University, set up a program of special training, exclusively on a graduate level, designed to train "deans and advisers of women." There were obviously academic officers serving as deans of students prior to this date, but there was no definite program especially designed for their training Like Dr. Mathews, all of them were trained in some subject matter field. The program that was set up in 1913, however, specifically to offer training for deans of students, was developed out of the cooperation of a group of specialists in various fields. Just as a program for the training of physicians brings together authorities in chemistry, physiology, physics, and many allied fields, the program that was set up in 1913 brought together outstanding psychologists, sociologists, physicians interested in health education, home economists expert in institutional management, at least one specialist in problems of family relations, and a specialist in religious education and problems of youth. Within a year of the launching of the program a specialist in vocational guidance was added.

The first Master of Arts degree and Diploma of Dean of Women was granted at Teachers College in 1914 The program set up for the Diploma of Dean of Women included the following courses the hygiene of childhood and adolescence, taught by Thomas Wood, M.D., biology as related to education including sex education, taught by Maurice Bigelow, Ph.D. (now president emeritus of the Social Hygiene

Association), a full year of educational psychology, taught by Naomi Norsworthy, Ph.D., history of the family, taught by Willystine Goodsell, a sociology course, taught by Professor Robert E. Chaddock, educational sociology, the philosophy of education, taught by William Heard Kilpatrick, management of the corporate life of the school, taught by Romiett Stevens, Ph D., problems of administrative work, taught by Emma Gunther, the psychology of religion, taught by George A Coe, and a practicum in which concrete problems confronted by the dean of women were discussed.

This program, then, as far as I know, was the first set up specifically to meet the needs of those intending to become deans of students It was not a course in educational psychology or in educational sociology, but rather did it bring together, as personnel work itself brings together, special disciplines and sciences focused on a "sphere of everyday life"

As a matter of history, it should be stated that the name of the department was changed in 1928 from "Deans and Advisers of Women and Girls" to "Student Personnel Administration." Before 1928, however, men had been permitted to enter this course for deans and advisers and to build programs for a Master of Arts degree practically identical with those offered women in these same courses. Since 1928, of course, the proportion of men and women has been brought more and more into balance.

A study undertaken under the auspices of the Student Personnel Work Committee of the American Council on Education, published in 1948,* shows that several other comprehensive training programs have developed in various institutions, and that, while much still needs to be done to systematize programs of training in student personnel work, intellectual training *is* offered in this field. It *is* specialized, further to meet the criteria of a profession, in many institutions it is on a graduate level only; and it is prolonged

We hope, therefore, that we have now proved that personnel work has "the distinguishing mark of a profession" as the *Encyclopedia of the Social Sciences* sets it forth

Another characteristic of every profession is that, having found an identity of its own, it immediately begins to ramify and proliferate. There are breakdowns of the professions of law, medicine, and engineering that show as many as fifty or more related jobs, all falling logically under the larger professional heading. Studies have been made showing the many different titles that are used by those performing

* Corinne LaBarre *Graduate Training for Educational Personnel Work.* Washington, D.C. American Council on Education, October 1948.

personnel work, as well as the many different combinations of personnel functions that are found linked together under the various titles

Although there are common aspects, personnel work unquestionably differs according to the institution in which it is being carried on. In industry, in business organizations, in retail stores, in elementary schools, in secondary schools, in boarding schools, in colleges, in universities, in youth-serving agencies, in government agencies, and in community counseling centers, there are today innumerable jobs all of which are related closely to a central concept of personnel work. In the programs that have been set up and are increasingly being set up to train persons for these many kinds of personnel jobs, there is even now some differentiation; and it is to be expected that there will be still more Schools of business, for example, are undertaking to train for personnel work in business and industry; schools in retailing are proclaiming their training for personnel jobs in retail stores, still other programs of study undertake to train students for personnel jobs in civil service and in schools and colleges.

This differentiation, as well as the quality of programs of training offered for the various aspects of the profession of personnel work, is due for careful study and evaluation in the near future. It will undoubtedly be a good many years before institutions will be licensed, like medical schools, to offer training in personnel work, but the profession itself should long before this study, evaluate, and set up standards for the training of its own workers.

An Appraisal of the Professional Status of Personnel Work, Part I

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WHEN this topic is considered, two questions immediately arise. "*Is* personnel work a profession?" and "What are the earmarks of a profession?"

The first thing to be done in this present analysis, therefore, is to see what is meant by a profession. Before charting one's course, it is

wise to examine the landmarks previously established – no matter how inadequate they seem for one's purpose.

Only three illustrations of previous analyses of criteria will be examined, since these will be sufficient to give us a background for our own statement. In 1935 Harold J. Laski discussed the decline of the professions in an article in *Harper's* that leaves a vivid impression (7). His chief contribution is his emphasis upon public service as the distinguishing characteristic of a profession He states that a profession is a vocation in which (1) public service is more vital than private profit, (2) there is the profession of an essential idealism, (3) its members enter it upon the basis of approved standards of competence, and (4) its members freely perform research on their problems to the common advantage Laski then presents the thesis that law and medicine are declining as professions, particularly in the matter of service versus profit and in freedom of professional behavior.

Dean Roscoe Pound gives a simple definition of a profession in these words· It is "an *organized* calling in which men pursue some *learned* art and are united in pursuit of it as a *public service*" (12) In this definition the key concepts are clearly those of systematized knowledge and public service

A clear statement of ten criteria of a profession was given by B J Horton of St. John's College in the *Scientific Monthly* in 1944 (6) The criteria are worthy of quotation here in full.

1. A profession must satisfy an indispensable social need and be based upon well-established and socially accepted scientific principles.
2. It must demand an adequate pre-professional and cultural training.
3. It must demand the possession of a body of specialized and systematized knowledge
4. It must give evidence of needed skills which the general public does not possess . .
5. It must have developed a scientific technique which is the result of tested experience.
6. It must require the exercise of discretion and judgment as to the time and manner of the performance of duty .
7. It must be a type of beneficial work, the result of which is not subject to standardization in terms of unit performance or time element.
8. It must have a group consciousness designed to extend scientific knowledge in technical language
9. It must have sufficient self-impelling power to retain its members throughout life, i e , it must not be used as a mere steppingstone to other occupations
10. It must recognize its obligations to society by insisting that its members live up to an established and accepted code of ethics.

If college personnel work today is measured against this series of criteria, the conclusion must be that it is not a profession. Some functions of college personnel work are much nearer a professional level than others, and some individuals in the field are undoubtedly professional, but the field as a whole falls far short. Student personnel work satisfies "an indispensable social need" as far as the college population is concerned, but only parts of it are yet "based upon well-established and socially accepted scientific principles." Some personnel functions possess "a body of specialized and systematized knowledge," use "skills which the general public does not possess," and require "the exercise of judgment as to time and manner of performance of duty," but other functions do not. It is developing a group consciousness and a code of ethics but neither is clearly formulated as yet.

One difficulty is that we have only recently begun to set clear-cut boundaries around the larger function of student personnel work. It was only ten years ago that the American Council on Education called a conference of personnel specialists and administrators which resulted in the publication of the definitive little volume *The Student Personnel Point of View* (16). And it was only nine years ago that the American College Personnel Association drafted its present charter (1) and, using the American Council presentation as a springboard, sharpened still further a definition of student personnel work Before that time there had been only a few attempts to see the field as a whole, notably statements by W. H. Cowley (2, 3) and the report of the North Central Association's broad-gauged survey in 1932. The Hopkins survey in 1926 was markedly incomplete in terms of present-day standards and overemphasized vocational guidance. Lloyd-Jones' book on the Northwestern program in 1929 was more comprehensive but stressed selection, counseling, and research. Williamson and Darley's 1937 volume was primarily concerned with the counseling function. So it goes for most of our professional literature prior to the last ten years.

It is not surprising therefore that with only a decade or two of clear understanding of the distinctive function of college personnel work we must conclude that it is not yet a profession.

It should be made clear at this point that student personnel work does perform functions distinct from those of teaching and general administration. Most specialists in higher education would agree on that point. At least two committee reports at the 1947 National Conference on Higher Education, those written by Dean Fred Turner and myself, made this clear (11) Furthermore, there is general agreement upon the specific services that go to make up the student per-

sonnel program on a campus. Few would fail to agree upon including in a student personnel program such functions as counseling, supervision of dormitories and dining halls and student activities, health services, placement, financial aid, and the maintenance of personnel records. On the other hand, to include admissions and discipline would call for a redefinition of the traditional concept of these functions before they would be readily admitted to the family fold.

No, the trouble does not lie with the accepted concept of what is to be included in personnel work. Nor is there serious disagreement with the principle that the administration of these services is a separate major unit in the general administration of the institution, paralleling the administration of instructional services, with the two together comprising the educational program of the institution. The trouble lies first in the lack of cohesiveness and coordination of the separate personnel functions and second in the level of performance of these functions

Part of the difficulty comes from the uneven history of the establishment of these functions on the American college campus. For example, teachers and administrators have always counseled students and always will It is only as techniques demanding study and skill have been developed and as concepts of behavior have become more complex that a given *level* of counseling is now considered a personnel function The performance of counseling at a *professional* level is now a necessary part of any adequate student personnel program Student activities have been with us for some decades, but only recently have we been able to see them as an important element in our educational program and to include supervision and development of them as a personnel function. Placement has increased in stature as we have widened the economic and interest basis upon which students are admitted to college.

This is no place for a historical survey of college personnel work, but it is necessary to remember that student personnel functions have been modified or initiated as the result of three major influences (1) an awareness of new needs which have arisen as the result either of social change or of changed psychological concepts, (2) the development of new procedures and tools for dealing with old problems in a new way, (3) change in the educational structure in terms either of educational objectives or of the constituency served These influences have played unevenly upon the existing personnel functions of a given campus and have resulted in great variations among campuses in the type of new services established.

Student personnel work, then, is not a profession, but some elements

of it are and the field as a whole is moving toward the meeting of professional standards In preparing to write these two papers Dr. Darley and I established certain criteria for appraising the extent to which student personnel work is moving toward professional status. These eight criteria will be fairly inclusive of those in the list by Horton, but they were prepared specifically to enable us to examine progress in the field of personnel work.

These eight criteria by which we shall examine current student personnel work are.

1. The application of standards of selection and training.
2. The definition of job titles and functions
3. The possession of a body of specialized knowledge and skills
4. The development of a professional consciousness and of professional groups
5. The self-imposition of standards of admission and performance.
6. The legal recognition of the vocation
7. The development of a code of ethics.
8. The performance of a socially needed function.

The first four of these will be discussed in the remainder of this paper, the last four will be analyzed in the succeeding paper by Dean Darley

It may appear that we are assuming that personnel work *should* become a profession. This is an assumption for which proof should be marshaled, but we have considered that such an analysis is not within the province of these papers. The present writers are not protagonists for the unequivocal point of view that personnel work should or must become a profession. We merely wish to examine the extent to which it has moved toward that goal.

1. THE APPLICATION OF STANDARDS OF SELECTION AND TRAINING

Selection and training are woven so inextricably together that it does not seem wise to separate them. Selection of personnel to perform recognized professional functions is made in terms of training and experience. With respect to the application of this criterion in student personnel work there is much to be desired. Individuals are all too often selected to perform personnel functions because they are already conveniently available on the institutional payroll, know the institution and can be expected to abide by precedent and tradition, or are not too necessary or useful in their present position. Such persons are "tried out" on a personnel job I have acted as a consultant on too many college personnel programs to be unaware of this common administrative procedure. Such a selection procedure would not be

attempted in medical, legal, and engineering fields—that is, it would not be attempted by a responsible head of an institution. He would be too aware of professional standards maintained within the profession and perhaps too aware of public reaction.

If this statement sounds overly harsh, perhaps it can be tempered by saying that the administrator has not had much help in knowing what standards of qualifications and training to apply, nor has there been an adequate supply of trained and qualified personnel for these positions. Beyond a base common to all college personnel positions, each function requires specific personal qualifications and experience and some unique factors in training. Attention will be given to this point in a later section but here we should specify the common base

(a) Qualifications. A long list of ideally desirable qualities could be provided here, but its inclusion would not be of any assistance Academic ability adequate to the securing of a Ph.D degree or its reasonable equivalent is one qualification There must be a high level of sheer intellectual ability if problems are to be analyzed, research performed, and the respect of academic colleagues maintained. Other major qualities are these. a strong interest in people, sufficient to carry the worker over long days in varying human contact, often without any relief, the capacity for suspended judgment and for an emotional detachment of oneself from clients and of problems and needs from oneself, an ability to think organizationally and to fit into a role that is at once subordinate and responsible; a sense of personal contribution to others and through them to society, an altruistic motivation This list is mine, you would doubtless have another There is apparently no research that will give us help at this point

(b) Training The basic formal education of a college or university student personnel worker should be a minimum of two years of graduate work of a type to be analyzed later For all personnel workers who become responsible for one or more specific personnel functions, a doctor's degree is desirable and for some functions, of course, it is a necessity. The Ph.D. is commonly assumed to be the best degree for all personnel functions except the medical. It is not necessarily the most appropriate degree, but if the worker desires the least amount of real or imagined condescension from his teaching colleagues, his degree will *be* the Ph.D

During the present postwar period many men and women with M A. degrees or less are being employed as the best people available They may perform functions at a relatively high level of effectiveness—for a few years at least—but in a well-established profession either the profession itself or the state would forbid such employment in

spite of great need. Most of us who are training personnel workers have received scores of letters from colleges wanting well-trained personnel, but after an exchange of information as to supply and demand conditions in the field, these institutions often settle for a person much less well trained or for one part-way through training who must interrupt his preparation. If personnel work were a profession, it would prohibit or rigorously protest such lapses.

(c) Experience. A minimum of two years of half-time or full-time work in a college, instructing or performing some subordinate personnel function, is basic. This matter of experience in some capacity in working with people should be a requirement for admission to the graduate training program. For those who will specialize in counseling some non-educational vocational experience as well as vocational contact with teaching situations should be expected. The type of experience might vary from business or industrial experience for placement officers to social work or other types of group work for student activity and dormitory directors, to hospital or psychiatric clinic experience for mental hygiene or disciplinary counselors. All that we may be reasonably sure of, and this is an assumption, is that non-educational work experience makes the student personnel worker more realistic about the off-campus world in which the student has lived before counseling and must live in the future Experience is probably maturing, it may develop some skills, it may provide cues as to the established nature of the worker's interest in people But most of all, it will harden up a few academic soft spots in the worker's personality and outlook.

As far as selection for graduate training is concerned we are probably doing as good a job as are the established professions. They select on the basis of brains—that is, as revealed through grades and test scores—and we select the same way. But this is not good enough. All professions that deal primarily with people should select also in terms of those emotionally and socially based qualities which, when added to brains, make an effective worker with people. We *can* select in these terms and some of us are attempting it, but the labor involved is considerable. Extensive knowledge of background; the availability of test data to supplement, in varying degree, the record information, the requirement of proof of sustained interest and social maturity through successful job experience; and, most desirable of all, the ability to interview the candidate—these have been found by the writer to be necessary elements in adequate selection. Add to these criteria admission to graduate training upon a probationary status and we will be able to select those who should train for this field

How many institutions are selecting trainees thus carefully? Corrinne LaBarre has analyzed the data collected in 1946 from all graduate schools in the country by the Student Personnel Committee of the American Council on Education, and her analysis appears in a brochure published by the Council in October 1948 The survey revealed that 110 graduate schools offer organized programs of training for educational personnel work, thirty-seven of them granting the Ph D. degree in this field. Without being unduly skeptical I would hazard a guess that not more than ten of the thirty-seven schools select graduate candidates for this training with personality and experience qualifications specifically in mind We are no worse than many medical, law, and engineering schools, but as personnel workers, we should do better.

There is reasonably close agreement among professional workers in this field as to the basic areas of graduate training for counselors. Hahn and Kendall, writing in the *Journal of Consulting Psychology* in 1947 (5), analyzed a number of suggested plans for counselor training. In comparing the published proposals of six individuals and committees, proposals which varied from the training of strictly vocational counselors to the training of clinical psychologists, they found five of the six sources agreeing upon these course fields occupational information and its use, labor problems, measurement and statistics, clinical use of psychological tests, tools and techniques of counseling, personality adjustments. Four of the six also agreed upon community organization and referral and upon internships.

The professional competency areas listed by Cox in her 1945 report of a study of one hundred carefully selected counselors (4) includes the following (1) a grasp of the relationship between physiological and psychological development and adjustment, (2) skill in dealing with problems of personality adjustment, (3) skill in using diagnostic tests and measurements, (4) skill in vocational guidance; (5) skill in group work; and (6) skill in organizing and administering the guidance program.

Training for counseling has been more clearly formulated than that for any other function, with the exception, of course, of the health service function. This is as it should be, for counseling is basic to almost all types of personnel work. Such training can be considered as basic to the performance of specific personnel functions as general medical training is to its specialties. Personnel administrators also should certainly have technical training and some specialized experience. One expects a college dean to have academic training and experience, or a director of a medical staff to have had technical medical training. Yet I know of one university president who recently

sought a dean of students and offered the position in turn to a superintendent of schools and to a high school principal! Both were extremely able men in their fields but neither had specialized training or experience — or, I may go further and say, competence to provide leadership to a staff of personnel specialists.

One marked area of emphasis in training for the counseling function is the inclusion of an internship or experience-under-supervision during the training period. One study of the reactions of students who had been given such experience during training is reported by Robinson and others (13). More than three fourths of the counselors had been able to use the specific experience obtained, between 80 and 90 per cent of them stated that such experience had contributed to their personal qualities of confidence, tact, and leadership as well as to essential skills used in counseling, such as the interpretation of test scores, clinical procedures, interviewing, and ability to recognize student needs. Such internship experience is written into every planned counselor training program and is in use in "almost all" of the 110 graduate programs of the LaBarre study

It is fair to say that there is reasonably adequate standardization of at least the basic training of college personnel workers As the extent and quality of this training improves, the selection of qualified workers will also improve But our training program must point upward from its present status I believe that our present emphasis upon basic psychological training is essential but not enough. More is needed and for this I am going to quote excerpts from my note on training which appeared in the *Journal of Higher Education* for May 1948.

It is true that a personnel worker first needs professional knowledge and skills that deal with an understanding of the person He needs a thoroughgoing knowledge of the development of the human organism physically, emotionally, and intellectually and needs more of this understanding of the human being than is possessed by the average teacher, foreman, or administrator. His position is that of a specialist in the area of the optimum adjustment of the individual to an environment . . . The skills needed in interviewing, clinical diagnosis of aptitude and adjustment, psychotherapy, and group therapy must be at his finger tips. These may be appropriately called personnel procedures

But these are not enough The individual lives in and is conditioned by the stresses of his environment. It is useless to attempt to understand or deal with an individual intelligently unless one understands also the environmental stresses which make him what he is Professionally speaking, this means a knowledge of the immediate environment through a study of the particular agency in which personnel functions are being carried out. . But there is a larger environmnent too, that

of society itself One must know societal trends and the pressures and mores of society before one can either understand the past or attempt to predict the future of the individual. The fact remains that too many psychologically-trained individuals are insufficiently alert to societal forces.

In presenting a systematic point of view on training for personnel work, I should like to propose that all training be directed toward three sets of objectives· (1) skill in the use of personnel procedures, (2) a knowledge of organization, and (3) an awareness of values

It is probably unnecessary to say much regarding personnel procedures since these comprise the most frequently stressed objective at the present time. These are the "how" in dealing with appraisal, selection, placement, adjustment, training, and so on. . .

In the second place, one must also know the organizational relationships within which these procedures are to operate and the best manner in which personnel procedures can be organized into the total structure of the agency or institution The distinction between line and staff relationships in personnel administration must be clarified and this clarification of the organizational concepts involved in personnel work must hew new paths in both industrial and educational fields. . .

The third set of objectives, that of the values involved, is one which has been much neglected so far in personnel training This is partly because those trained for personnel work have come primarily from the area of psychology or that of educational or industrial organization. Both of these fields have *assumed* values and known purposes, but the assumptions have seldom been made explicit for the trainee or new worker More attention must be given to the "why" of the personnel function in terms of the welfare of the individual, the organization in which he is employed, and the society of which both are a part This may be called the philosophy of personnel work . . Values are inherent in behavior and it is the task of a professional worker to make them explicit in order that he may channel his efforts and make them most effective for societal as well as individual welfare. Training contributing to this objective is difficult to isolate in an academic curriculum Some philosophy of course, some seminars arising out of professional courses on procedures and organization, but most of all the constant influence of teachers and supervisors who themselves have well-developed value concepts and a sense of the contribution to be made to society.

2. THE DEFINITION OF JOB TITLES AND FUNCTIONS

This second measuring stick can be treated in much briefer fashion There has been no study of college personnel positions on a national scale, and standardization is almost completely lacking. The Committee on Standards of the American College Personnel Association is this year starting a study of job titles and job descriptions in this field. If the

ridiculous situation uncovered by Lloyd-Jones (9) in her 1936 study of college personnel positions still persists, there is indeed urgent need for such an analysis. In her review of several thousand college personnel workers in 521 colleges and universities, she found that this group sported a total of 216 different job titles! Almost none of these titles, of course, was related to a job description or was scaled with comparable campus positions in terms of qualifications and responsibility

You may recall that two of Horton's criteria of a profession proposed that the duties should *not* be standardized and that the time and manner of the performance of duty should be left to the professional man. Will job definitions which describe the task to be performed and the qualifications of the individual who should perform it militate against professional status? Not at all, for such definitions will immediately make clear what specific knowledges and skills are involved in the job and to what extent such jobs can be performed by a person with general academic qualifications as opposed to specially qualified and trained individuals. The *nature* of the professional task involved is thus made clear and there is no infringement upon the privilege of the individual to use his best judgment at all times in the performance of duties within the boundaries of his task Much wasteful overlapping, friction between individuals with common tasks but different titles or common titles but different tasks, energy spent in "empire building," and resentment at seeming salary injustices can be avoided by a planned system of job definitions on a campus

Civic service and industry have gone considerably farther than colleges and universities in this connection Many personnel positions are described in federal and state civil service codes, and in industry there is common understanding of several personnel positions, such as that of "employment interviewer" One basic approach to the classification of psychological positions in all fields, including higher education, was the analysis made for the National Research Council and the American Psychological Association and reported by Shartle (15) The described job of "College Counselor" is specifically a college personnel position, but several others in the total list of twenty-eight psychological positions have strong implications for college personnel programs — those of employment counselor, clinical psychologist, consulting psychologist, college educational research, psychometrist, and Veterans Administration vocational adviser This analysis by Shartle and his committee is a landmark in the movement toward professionalization of both the psychological and college personnel fields.

The University of Minnesota has given many of its student personnel staff a civil service status, a condition which the writer and others

on the staff will continue to oppose vigorously. One constructive outcome of this action, which in every other respect militates against development toward professional status, has been the job descriptions made for civil service classification purposes. As a consequence we have job descriptions of such positions as student counselor, student activity adviser, program consultant, loans and scholarships counselor, student housing inspector, speech clinician, foreign student adviser, psychometrist, and clinical fellow. The work of a number of directors of personnel functions, some under civil service and some not, have also been described, such as the directors of the Bureau of Loans and Scholarships, Speech Clinic, Student Activities Bureau, Student Counseling Bureau, Student Housing Bureau, Bureau of Veterans' Affairs, Student Health Service, Student Employment Service, and Student Union

The job title of "counselor" is the most frequent personnel title in higher institutions generally and is often prefaced by an adjective which qualifies it as to rank or area covered. Such counselor titles as the following are common senior counselor, junior counselor, interviewer, preliminary interviewer, clinical counselor, personnel counselor, veterans' counselor, counselor for men, counselor for women, faculty counselor, financial counselor, mental hygiene counselor.

It can readily be seen that student personnel work has not advanced far in terms of job specifications and titles But at least personnel work is no worse off than engineering with regard to the careless use of titles, and it would be a bold man indeed who would hold that engineering is not a profession in several important respects

3. THE POSSESSION OF SPECIALIZED KNOWLEDGE AND SKILLS

The discussion of this criterion could be prolix indeed, but much of it would be helpful only in inflating the ego of the personnel worker Before stating very succinctly the knowledges and skills that are the specialized concern of the college personnel worker, a general principle must be set forth. The *kind* or *amount* of specialized knowledge or skill possessed by members of a profession is actually less significant than the *combination* in which these knowledges and skills are possessed. This combination is what enables a professional worker to *apply* his knowledges and skills to a given problem. An engineer has less knowledge and skill in mathematics than a mathematician, but his possession of what he knows in combination with other knowledge is what makes him an engineer Likewise a physician's knowledge of chemistry is not exhaustive, but in combination with his knowledge of physiological functions it makes possible his performance as a physician. Any

specific knowledge or skill in the possession of a competent personnel worker is significant to the extent that it is in combination with other knowledges and skills in the areas of the individual, the group, the institution, and society

The basic specialized knowledges and skills in this field are related to the psychology of the individual. (In the interests of brevity no attempt will be made to distinguish from this point on between knowledges and skills.) These background factors include (1) the dynamics of the individual personality, (2) appraisal of aptitudes and personality characteristics, (3) clinical skill in relating data and making diagnoses, (4) skill in therapy, using varied approaches, (5) statistical evaluation of the significance of personal and group data, (6) mental hygiene procedures, (7) diagnosis of educational and social maladjustments, and (8) knowledge of predictive criteria and skill in prognosis. *These are unique to the professional personnel worker when they are in combination with each other and with knowledge and skill in other areas*

For the individual counselor psychological skills are not enough. The college personnel worker must be solid in his knowledge of group characteristics, group analysis, and group therapy. He must understand group dynamics, sociometry, psychodrams, the history and significance of specific student activities, and the relation of organized group activities to the educational program and administrative policy of the institution. His knowledge of the institutional organization within which his function is to operate may be less than that of the general administrator, but what he knows is in relation to his much more extensive knowledge with respect to individual and group behavior. At the least he must know higher education history and trends, something of the purposes and philosophy of higher education, administrative theory and structure, instructional purposes and techniques. Beyond this he must know vocational trends and requirements and societal mores and pressures, and he should have both experience and skill in relating individual and institutional purposes to the societal pattern

Am I talking about Superman? Many well-trained personnel workers at the Ph.D level have this combination of knowledges and skills. One personnel function will take more skill and knowledge in a given field than others. For example, a counselor who deals primarily with the educational and vocational planning needs of students must be more skillful in diagnosis, prediction, vocational trends, and curricular pattern than a dormitory counselor. But every competent college personnel worker has in varying degree this pattern of professional knowledges and skills. It is in this respect that the vocation is a profession. This vocation does have a specialized body of knowledges and skills

not possessed by the general public or by other types of professional workers

4. THE DEVELOPMENT OF A PROFESSIONAL CONSCIOUSNESS AND PROFESSIONAL GROUPS

The development of group consciousness is evidenced in such phenomena as professional journals, meetings, and organizations. Several professional journals are used by college personnel workers but none of them are exclusively for the field of college personnel work Professional journals used frequently by workers in this field are the *Journal of Higher Education*, *Journal of Consulting Psychology*, *Journal of Applied Psychology*, *Educational and Psychological Measurement* (received by all members of the American College Personnel Association), *Occupations*, *Vocational Guidance Magazine* (received by all members of the National Vocational Guidance Association), *Occupational Psychology*, *Review of Educational Research*, *Teachers College Record*, *Mental Hygiene*, *Educational Record*, *School and College Placement*, and the *Journal of Educational Psychology*. Some professional groups such as the Association of College Unions, the Deans of Women, and the Collegiate Registrars have their own bulletin or newsletter

Meetings for purposes of exchange of professional knowledge are common, although again not often for college personnel workers alone The one for which this paper was prepared is an unusual instance Most of the professional associations to be mentioned in succeeding paragraphs have annual meetings The ideas transmitted at such meetings are often couched in non-technical language because of the variation in technical background of the individuals present. A technical vocabulary is developing, some of it borrowed from psychology, social work, medicine, and educational administration, but eventually a unique technical vocabulary will emerge. This type of specialized vocabulary is often the object of facetious or sarcastic comment from those not members of the in-group, but it is an inevitable characteristic of an established profession

Among professional societies the American College Personnel Association most nearly embraces the total field of college personnel work. It consciously includes all college personnel workers, both those who work at professional levels in terms of training and skills and those who do not. Its annual proceedings for the past twenty years provide a record of growth and change in the field This association has developed professional consciousness in college personnel work more than any other agency – except perhaps the Committee on Student Per-

sonnel Work and the Committee on Measurement and Guidance of the American Council on Education These two committees have been the agency of definitive research and publication in measurement, records, rating scales, occupational information, counseling procedures in various areas, social development, and mental hygiene at the higher education level. While the present committee is not a voluntary professional association in the ordinary sense, it is a potent professional influence

The National Vocational Guidance Association with some five thousand members includes personnel workers from many areas — those from higher education being individuals who are doing vocational counseling or research or who are training personnel workers. The American Psychological Association has a Counseling and Guidance Division, Division 17, which has about six hundred members This group is composed of personnel psychologists from many areas of society, but a sizable proportion come from the college fields in counseling, clinical work, research, and teaching An attempt is under way this year to work out a relationship between Division 17 of the American Psychological Association and the American College Personnel Association so there will be a minimum of overlapping of function

Several specific areas in college personnel work have their own professional groups the American Student Health Association, the Association of College Unions, the American Association of Collegiate Registrars, the Foreign Student Advisers Association (in process of formation), the National Association of Deans of Women, the National Association of Deans of Men, and the National Institutional Teacher Placement Association

Most of these associations limit their membership to individuals who are performing the specified functions Few have qualitative membership standards beyond this one The American Psychological Association has several classes of membership: student affiliate, associate, and fellow, the third of these requiring a Ph D and evidence of research and professional experience. Members of the Student Health Officers Association must of course possess an M.D The National Vocational Guidance Association recently developed a professional class of membership calling for a low minimum of scholastic training and experience. Most of these associations are still in the missionary or promotion stage and wish to group together those with common interests without much regard as yet to quality of training or performance of duty

The writer hopes he will be forgiven if he has been too exacting in the application of these professional criteria and in drawing the conclusion that college personnel work is only en route to professional

status. He has strong faith in this significant field of service and the signs of its professional growth are quite evident (8, 10, 14, 17, 18). In the most important of the four criteria examined in this paper, that of professional knowledge and skill, we are a profession. We are fairly well agreed with regard to the basic psychological training necessary. With regard to professional consciousness we are more than halfway mature.

Perhaps, of course, student personnel work is not a profession and never will be. *Student personnel work* is actually a collective term for a number of specialized vocations having a common goal in the optimum extraclassroom adjustment of the student. It is believed, at this stage of development of the field, that they also have a common basic training. The outcome may be, however, that several of the personnel vocations will become professions and others will not. The use of the term *profession* is becoming increasingly loose, the "medical profession," for example, in the broad sense of the term includes a number of vocations not operative at the same level as those requiring the M.D.

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An Appraisal of the Professional Status of Personnel Work, Part II

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ONE of the problems facing higher education today is that of increasing specialization and an accompanying movement toward giving education a professional stamp In the so-called subject-matter departments there seems to be a tendency toward separatism and the concentration of study upon narrow programs Efforts are made to secure official recognition of the professional character of various special services in education. Professional groups try to establish new patterns in the curriculum to standardize and improve training. Student personnel services represent a special case of this professional emphasis in education Before commenting on the broad implications of these trends, let us first examine the additional criteria against which new professional groups are to be measured.*

5. THE SELF-IMPOSITION OF STANDARDS OF ADMISSION AND PERFORMANCE

Since the major foundations of personnel work rest upon the psychological sciences, we may profitably look for the criterion in

* This paper and the preceding paper by Dr Wrenn represent two parts of the same topic and should be read as a single unit. The authors divided their task in such a way that the papers are complementary Each author has dealt with four criteria of professional development in student personnel work

operation in these disciplines In December 1945, under a general plan of reorganization, the American Psychological Association laid the groundwork for voluntary certification of its qualified members in various psychological specialties. Among these were certain of the specialized phases of the total student personnel program – research and clinical practice in counseling and psychotherapy, including work in remediation. In September 1946 these plans were presented to the total membership of the American Psychological Association, approval followed shortly thereafter By September 1947 the American Board of Examiners in Professional Psychology had been incorporated as a nonprofit organization and had started its thankless task, hoping by December 1947 to announce its first group of diplomates, among whom will be included some of the leaders in the student personnel programs of our colleges and universities.

This program is similar in its operation to the voluntary certification represented by the American boards in the various medical specialties, wherein qualified doctors present themselves for examination and the award of the diploma representing intensive work in a particular field of medical science The program differs from its medical analogy in that psychologists have not established the prior legal control at the state level represented by graduation from an accredited medical school and the satisfaction of a state basic science examination for purposes of original license to practice, after an internship

However, by its sponsorship of state psychological associations and by their efforts toward legislative control of psychological practice or certification within state boundaries, the American Psychological Association plans to complete ultimately both the legal and the voluntary phases of self-imposed standards Furthermore, through its association-wide committees on graduate and professional training, ethics, standards for psychological service centers, and training facilities, one can discern within this discipline all the symptoms of professional growing pains.

While I cannot document the history of similar movements in other professional fields, at least two come to mind as having relevance to student personnel programs at the college level Student health services and mental hygiene services are already staffed by professional workers who have met the standards of the medical profession in all its ramifications To the extent that social workers now participate in college personnel programs or may be drawn into such programs, their professional representatives have met the standards of the American Association of Social Workers and related organizations.

What may we expect from the more systematic and formalized

trends I have cited? At first, relatively little will result. But with the passage of time certain events may occur. Some colleges will find themselves at a competitive disadvantage in hiring professional staff members for their personnel program unless they can meet or approximate the salary schedules of institutions bidding for diplomates in these fields The public relations value of a corps of diplomates will not be inconsiderable, particularly if non-educational agencies enter the competitive market Witness the effect of the Veterans Administration program on salary schedules in medicine, psychiatry, psychology, nursing, and social work Some graduate students will ask about the number of diplomates available for their instruction as one basis of choosing a graduate school. At regional and national professional meetings, members of institutional personnel staffs will be motivated or exhorted to seek higher professional recognition through the avenue of certification or diplomate status. I leave to your own vivid imaginations other possible outcomes, particularly if legal force is given to professionalization at the state level. While these eventualities are not unmixed blessings, it is to be assumed that better professional services will follow in their train

6 LEGAL RECOGNITION OF THE VOCATION

Against this criterion, student personnel work at the college level has made little professional progress. Only a few states have laws controlling in any way the use of the term *psychologist* or the practices legally sanctioned in such a professional category The picture is somewhat different in the field of high school personnel work or guidance programs Davis (1) reports that late in 1946 thirteen states and one territory required guidance certificates, in addition, eleven states, two territories, and the District of Columbia are planning licensing in the field of guidance. These certificates have the effect of legal force or statutory interpretations of the laws governing education in a given state Their impact on higher education is most obvious in the area of teacher training, since the state licenses tend to prescribe the content of the teacher training program or the level of educational attainment, such as the master's degree. Thus while college staff members in personnel assignments are as yet relatively unaffected by legal strictures, their colleagues in teacher training are attempting to prepare high school teachers for conformity to license requirements.

In all probability, legal status as a professional group will lag well behind self-imposed standards in all areas Dr. Wrenn has clearly indicated the congeries of specialties subsumed under the general title of student personnel work Each specialty will proceed toward professionalization in terms of the legal status of the basic discipline to which

it owes primary allegiance. I hesitate to do more than call your attention to the few straws in the wind.

7. THE DEVELOPMENT OF A CODE OF ETHICS

This criterion follows naturally from all that has been said. Any professional group worthy of the name sooner or later sets forth its code of ethics. Time does not permit me to compare, dissect, and collate the undeniably sincere and well-phrased attempts to meet this criterion that can be found in the wide range of specialties in the personnel program. Instead I should like to point up a dilemma for which no clear-cut or consistent solution yet exists in this area of moral responsibility.

Personnel workers engaged in clinical practice with students must work in an atmosphere of confidence and student trust. Many of the things a counselor hears are confidential or privileged data. An essential element in rapport is that the student must be free to verbalize and examine his own aggressions, guilt feelings, fears, and asocial attitudes. If the therapeutic process is then to proceed, the counselor must maintain a non-judging, amoral attitude toward these outpourings. Case data and interview data often fall into a highly confidential category. The student must feel that the material will be so regarded by his counselor.

At the same time, however, the counselor has another line of responsibility. He is an agent of society, and more particularly of an institution having real societal responsibilities for the well-being of a group of young people. In addition, the counselor in the role of devil's advocate is always interacting with his colleagues to modify the attitudes of instructional and administrative staffs regarding student behavior, needs, or problems. Such interaction may result in more humane administrative policies, greater emphasis on student-centered teaching, and greater institutional flexibility in serving students. These results are important by-products of the total personnel program.

How, then, can these two conflicting responsibilities be reconciled in a given case? Suppose the counselor has received in confidence information which upon release would affect or modify the severity of disciplinary action contemplated for a particular student. Should he speak up or remain silent? Suppose the counselor knows in confidence facts which bear upon the well-being or actual safety of the social group in which a student is included. Should he disclose these facts or keep the student's confidences?

Not the least of the difficulties of counseling is the continual recurrence of such problems. On the one hand stands the counselor's re-

sponsibility for the sound public relations and the group protection of the institution he serves. Equally demanding, on the other hand, is his responsibility to safeguard the explosive personal data revealed by individual students.

Any code of ethics must provide for these dual and often incompatible relationships. Administrators must recognize it in dealing with their personnel staffs; students need the opportunity to unburden themselves to someone on the institutional staff. Clinical personnel workers must accept their dual responsibility and evolve a middle-of-the-road position that can never be completely free from danger. Medicine, law, and journalism have established precedents and have survived legal tests of these precedents in similar situations The clinical phases of student personnel work have not yet created a pattern for the solution of the problem, it is currently an area of philosophy and values in which many different solutions are still usable, or at least used Ultimately a systematic code of ethics will emerge for the various specialties within the student personnel program; until that time we can only maintain an awareness of the ethical issues involved in our daily work.

Self-imposition of standards, legal recognition, and ethical codes converge at some point in time to structure the relations between an emergent profession and other, longer established professional groups As specialized areas of practice grow, they come in contact or conflict with other areas of applied science In student personnel work there is some proximity, not always comfortable, with the medical sciences, social work, clinical psychology, psychometrics, and educational administration Each of these fields in turn is at its own level of professional development. For a while we can see almost the analogue of jurisdictional labor disputes operating in higher education as each group puts forth its claims and counterclaims. Again, there appears no way to evade this problem, its ultimate solution demands good will, restraint, and the gradual achievement of interdisciplinary understanding.

8. THE PERFORMANCE OF A SOCIALLY NEEDED FUNCTION

This criterion is the most difficult of all yardsticks· the profession's contribution to society, or obversely, the inescapable social need which brought it into being. Evidence of need is easily marshaled· student mortality rates in high school and college; high labor turnover rates; occupational dissatisfaction, divorce rates; military rejections for illiteracy or neuropsychiatric conditions; disjunctions between society's manpower needs and potential supply. So long as such factors exist,

there will be need for a range of curative or ameliorative practitioners But to prove that any group systematically contributes to the solution of these problems by use of a specialized set of knowledges and skills raises many questions about the nature and level of proof.

In our society certain institutions or practices have survived or have been accepted to such an extent that they are valued in themselves alone and are seldom called to serious account for their accomplishments Here proof tends to be synonymous with sheer survival. Religion, and possibly some aspects of our educational system, exemplify the institutions I mean In part, student personnel work has gained acceptance by developing under the aegis of the already accepted institution of education itself But it is doubtful that the proliferation of student personnel programs in recent years is *per se* proof of their contribution, if one defines proof more rigorously

The profession's contribution to society may be demonstrated in an accumulation of individual cases successfully treated. These dramatic instances undeniably help to sell the program, somewhat along the lines of the proverb that one picture is worth ten thousand words. But again such evidence is not logic-tight What of the cases unsuccessfully treated? How certainly may causality be assigned to the treatment? What other techniques might have been equally, or more, effective?

At a high level one may find a few well-executed research studies that come to grips with validating various phases of personnel work. In 1942 Dr. Wrenn and I, in ending a review of research studies designed to evaluate counseling, could make only the following statement. "We have only begun to know how to evaluate counseling and few results are yet available" (4). Three years later, in the cyclical review of the same topic, Rogers commented as follows on the significance of recording equipment and verbatim records frequently found in the research reports. ". . . the vague and generalized discussions of counseling will increasingly be replaced by studies of procedures, processes, and results based upon the raw material of the interview itself." He notes also the importance of the fact that "educational and psychological journals now consider it timely to devote whole numbers to therapeutic counseling" (2).

In the three-year period between these two reviews there appeared to be a marked increase in the number of articles critically examining and analyzing the various processes or phases of the student personnel program Thus, although proof by the operations of incisive research is by no means conclusive, more and more emphasis is being given to the topic. There is no longer any need to rely either on philosophic

acceptance or the dramatic case history as the sole evidence of the value of the program.

SOME IMPLICATIONS OF PROFESSIONALIZATION

As of 1947 we can say quite correctly that student personnel work is not yet a profession It is unlikely that any such ambiguous occupational label will ever develop enough cohesiveness to meet all our criteria of a profession But if we trace back to their original disciplines the special phases of the personnel program, there is considerable evidence of professional development for the specialties resting on the psychological sciences and medical sciences.

As we look to the years ahead, there is still time to ask whether a given phase of the total program should move toward professional status. For my part, I believe professionalization of some personnel functions is desirable, I believe, further, that it may prove to be an irreversible process This is not to imply that every activity or phase of student personnel work can or should meet criteria of professional status.

But we must consider also some of the less pleasant implications of professional development if we are to face this trend realistically

The implications are fairly obvious First, salary scales tend to rise as any group moves in the direction of professional structure No administrator contemplates such an outcome happily. Second, additional problems of line and staff relations intrude whenever another specialty is added to the educational scene. For example, the scope of the personnel program becomes so extensive that it can be well administered only by someone who is first a specialist in some aspect of the totality The concept of the general administrator does not appear applicable in the evolution of specialized programs How then is the college president to deal with this new staff administrator and all the staff functions under his jurisdiction? How is the new staff to be fitted into the existing structure? How shall the new staff be prevented from falling into that insularity and isolation already prevalent in higher education? How can the channels of communication be kept open between specialized staffs, from a specialized staff to the general administration, and within the specialized staff?

A third aspect deals with the attitudes of the new professional group Any occupation going that way suffers a period of smug self-righteousness and hypersensitive self-consciousness that is a little trying for its uninitiated colleagues and a little amusing to longer established professional groups. If the new profession safely weathers this part of the process of growing up, it tends to become moderately omniscient, quietly conservative, and possibly remote from the realities which

brought it into being. It has, in other words, achieved professional status, it is the possessor of a vested interest. There remains for its members only the exciting possibility of internal dissension and revolt on relatively abstruse technical issues. Having gained status, they may restrict the availability of the services they once fought so hard to render at a high level of technical and specialized skill.

This is not altogether a cynical sketch of the behavior of special groups in our society. I have chosen to highlight some of the disadvantages attendant upon specialization, simply because the consumers of the specialty, the employers of the specialty, and the specialists themselves must learn to live with these defects at the same time that they profit from the strengths that have evolved in the organization and advancement of knowledge toward new curative or ameliorative goals.

I need not emphasize for this group the advantages attendant upon any real developments in the professions concerned with the improvement of human adjustment. Steiner, in her book entitled *Where Do People Take Their Troubles?* has well documented the malpractices, quackery, and charlatanism that flourish to lure and mulct substantial numbers of our fellow citizens (3). Furthermore, other papers in this group describe what progress may have been made in personnel work toward the legitimate goals of a science—the explanation, prediction, and control of human behavior. It is sufficient here only to point out that societal and philosophic and administrative hurdles stud the path of any occupational group that tries to take on the distinguishing characteristics of a profession. If these hurdles are cleared by the good will and conscience of the new practitioners and of their nonprofessional associates, the ultimate goal may be more easily attainable.

Over the years, Minnesota has attempted to carry its share of the activities resulting from the trend toward professionalization. I believe the trend has improved the standards of personnel service and permitted us to discharge better our responsibilities to our students and to our colleagues. If we continue our efforts with sufficient humor and humility, the end result can represent real progress in filling a social need.

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Part X

COUNSELING BY FACULTY MEMBERS

Selection and Training of Faculty Counselors

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DURING the past twenty-five years the University of Minnesota has pioneered in the development of the art and science of counseling from an offshoot of applied psychology to a mature professional discipline. Throughout this development there has been constant emphasis upon the basic principle that every member of the faculty should be, to some extent, involved in the student service program. Giving expression and substance to this belief is a recent brochure on *The Teacher as Counselor* under the sponsorship of the Committee on Student Personnel Work of the American Council on Education (1). The authors make the point, in effect, that the professor is inescapably a partner with the student in a quest they share — the quest for self-realization, for achievement of common goals. Now as never before young people need to experience the sense of companionship with more mature adults. This common concern for each other and this companionship of experience are the two essentials of counseling without which all else we do in the name of counseling will be fruitless

The purpose of this present discussion is to examine the most effective means by which faculty members not professionally trained in counseling may acquire basic skills and attitudes and thus supplement the work of the technician in counseling students with problems of educational, vocational, and personal adjustment

Wrenn's survey (14) of studies in the 1930s showed that over 70 per cent of the institutions contacted claimed to have faculty advisory setups. Today probably every college and university in the country makes such a claim. However, in many of these institutions the adviser system consists almost exclusively of a number of faculty members assigned a number of students per year for assistance in course scheduling and related registration problems. Such services may be considered

a form of educational counseling, but they are limited in scope and significance. They do not take account of individual differences among students, the appropriateness of their educational and vocational objectives, and other personal characteristics which are basic considerations to the trained counselor

No authority has ever claimed that every member of a faculty is perforce a counselor, but in the sense that all faculty as well as the staff connected directly with the student personnel program are devoted to the common goal of assisting every student to his greatest possible self-realization, they all may contribute to the student service program (2, 3, 6)

To be realistic we must recognize that many teachers are basically neither interested nor skilled in dealing with individual students and their problems. Furthermore, some faculty members (and perhaps even a few professional counselors) should not, because of their own personality organization or disorganization, be allowed to engage in the deep personal contacts characteristic of the counseling situation

It is necessary to make a clear-cut distinction between the faculty adviser whose function is chiefly assisting with registration procedures and the faculty counselor who, by virtue of special training, interest, and assignment, spends an allotted portion of his time dealing with student adjustment

Today there is a widespread acceptance of the principle that selected faculty personnel can and should be trained to work with the technician staff in counseling, in contrast with an earlier belief that only specially trained personnel should carry on the counseling function. There is no comprehensive survey in current literature paralleling the study of Haggerty and Brumbaugh (5) to show the extent to which this has become general practice in our institutions of higher education However, the manifold references to the use of trained faculty counselors and the mounting interest manifested by institutions currently inaugurating counseling programs lends credence to the belief that the counseling pattern of the future will be that of a relatively small nucleus staff of technicians augmented by a considerably larger number of faculty counselors, specially chosen and trained.

A survey of a number of institutions represented at the Conference on Higher Education of the National Education Association in April 1947 (8) revealed varying ways of compensating faculty counselors. Some institutions simply reduce teaching load. Others reduce teaching load and pay a bonus in recognition of the fact that counseling generally requires more time and comparably more energy than would be spent in a normal teaching situation. Still others add the counseling as an

overload with extra pay, and a very few add the counseling with no recognition by either compensation or teaching time off. Closer questioning of the last group, however, revealed that they were calling counseling what we have referred to above as registration advising.

The following fundamental assumptions underlying the in-service training for faculty counselors should be posited as a basic operational philosophy for any institution:

1. Student counseling is an integral part of the educational program.
2. Use of specially trained and assigned faculty will provide a larger number of varied personalities than would be available if the counseling service were limited to a smaller number of full-time personnel
3. Inculcation of numbers of the faculty with the personnel point of view will in the long run result in better instruction and a more vital institutional attitude.
4. The faculty counselors will be trained and directed by professional personnel, whose training is directly in the field of counseling and who will be responsible for the over-all operation of the program, including continuing service to the counselors, operation of staff clinics, and assistance with difficult cases.
5. The faculty counselors will be carefully selected in terms of certain basic criteria designed to insure that the most effective personalities are obtained.
6. The faculty counselors will be given relief from part of their teaching load or extra compensation as recognition by the institution of the value of their efforts
7. The faculty counselors will be given recognition for their effectiveness as counselors, as well as for teaching effectiveness, research, and writing, when promotions in rank and salary are being considered.
8. Faculty counselors will be given training in minimum essentials before actually being given case assignments.
9. Faculty counselors who prove ineffective or inefficient in counseling duties will be relieved of such duties without jeopardizing their other relationships to the institution.
10. Adequate clerical and secretarial assistance will be provided, so that the counselor may use his time as completely as possible in service to the students Appropriate office space will be provided since effective counseling requires an atmosphere of welcome and confidence.

Assuming the acceptance of the foregoing principles of operation the two major considerations are the selection and the training of the faculty who are to function as counselors (4).

SELECTION OF FACULTY COUNSELORS

The first criterion for selection is the quality of personal adjustment. This involves an investigation into available aspects of the personal life of the faculty member, interviews with those who may know him best, and finally an interview with the person himself, frankly exploring his vocational adjustment, his job satisfaction, and areas of personal frustration.

A second criterion is the faculty member's demonstrated interest in students outside the classroom. This may be manifested overtly by his willingness to assist students in extracurricular activities and may be checked by interviews with students who have taken his classes His reputation for fairness and sympathy with student interests (essentially, the personnel point of view) is an additional checkpoint.

Third, there must be a very honest willingness to learn new techniques and concepts The faculty must approach the counselor-training program in the spirit of new learners, recognizing that their previous experience provides valuable background, but that in effect they are going to acquire new language, new orientation, and new skills, and that to do this will require time and effort

Experience rings the warning bell against people who say, "I'm sure I'd be a good counselor, because I just love to work with people " Too often they have "all the answers" and a ready willingness to impose their solution for any problem Another non-acceptable type is the overly sympathetic "sob-sister" who emotionalizes every problem and identifies with the student to the extent of unconsciously forcing a personal solution on the student.

CONTENT OF THE TRAINING PROGRAM

Selecting the materials and concepts to be included in the training program constitutes a severe challenge to the ingenuity of the director. He must convey to a group of persons with varied professional backgrounds the essence of attitudes and skills which are generally associated with the Ph D in psychology or educational psychology, where the major emphasis has been upon clinical practice and counseling. It therefore becomes necessary to define the objectives of the training program in terms of how the counselors may be expected to function as well as in terms of the minimal training period available. The suggested content which follows assumes that the majority of cases the

counselors will deal with may be classified as "routine." Through this training and subsequent experience, they will become skilled in identifying problems beyond their scope and learn how and when to make referrals to the more specialized services available.

Experience has proved the desirability of using two-hour sessions for each training period Faculty members will find challenge in the discussions and will immediately begin drawing from their own experiences Therefore, a portion of each session should be set aside for discussion and elaboration of points of interest

The director of the training program must resist the temptation to present controversial issues. For the uninitiated they not only befog the subject but may actually create the impression that since the "experts" are in disagreement on fundamental issues, how can the layman be expected to get a clear, functional understanding? For the sake of intellectual honesty, controversial issues may be indicated, but a clear-cut policy should be delineated as the course to be followed by the counselors until better or more complete evidence indicates a more appropriate alternative

In so far as qualified experts in the various subject-matter areas are immediately available on the faculty or may be secured from the nearby community, the director should utilize their services, taking care to insure their proper orientation to the program, so that their contribution conforms with the general pattern

The order of topics which follows is believed to create a natural sequence in which each topic falls into line in accordance with the needs for further understanding as they have been felt by the counselors-in-training. In addition to the lectures and discussions there have been, of course, assigned readings, and wherever possible, the faculty members themselves have been called upon either to participate in conducting the session or to suggest experiences and exercises which would clarify the topic being covered. The basic text for the program, with which each counselor is equipped, is Williamson's *How To Counsel Students* (11). Other collateral readings are included in the supplementary bibliography which is appended *

1. *The personnel point of view.* This is the basic philosophy of the counseling program, dealing with the broad outlines of the personnel program, its implications for student adjustment and efficiency, the broad range of student problems, and the differences between counseling and advice-giving. The difference between "problem students" and "student problems," the structure and content of the counseling process, the reasons for the use of faculty as counselors, and certain basic pre-

* On pages 298–300

cautions in counseling are presented The elemental structure of counseling in terms of analysis, synthesis, diagnosis, prediction or prognosis, counseling or therapy, and the follow-up, as given by Williamson (11, 12), is followed. The essential interdependency of diagnosis and counseling are illustrated as an inseparable continuum.

2 *The nature of the student* This is essentially the introduction to the concept of individual differences and how to determine them The nature of the distribution of human abilities as measured by tests, the nature of college populations as contrasted with high school and general populations, and the bands of normal and abnormal behavior are discussed and illustrated with simple diagrams Illustrative cases are used to demonstrate the existence of broad individual differences in interests, motivation, needs, and personality, as well as in the more exactly measurable aspects of aptitude and achievement In connection with the general problem of motivation, the concept of level of aspiration is introduced. The importance of presenting factual support of concepts and techniques cannot be overemphasized With a group of faculty members drawn from many different disciplines, including sciences more exact than psychology, presentation of fact and experimentation make for a healthier respect for the discipline of counseling. The counselors are introduced to the concept of "independence level" as an individual difference among students who may seek counseling. In this connection rapport, transference, and sudden switches of level are introduced.

3. *The nature of human abilities.* The previous discussion opens the entire subject of individual differences in all its ramifications The counselors next want to know how to find out about such differences in the student, how to objectify and evaluate them, and where they fit into the counseling picture. This is the introduction to tests and measurements and other means of evaluating human individual differences. The counselors are provided with sample tests, test descriptions, manuals, and other pertinent information about the instruments that are to be used in the program.

The discussion leaders face the responsibility of preventing the uncritical acceptance by the counselors of the instruments to be used. Frank discussion of the limitations of specific tests and measurements will provide a firm basis for well-reasoned use of them Otherwise, the inexperienced counselor may oversell himself on a test's usefulness and generalize the resultant disappointment to all tests. Equally in this spirit of objective inquiry the counselors may be given insight into the values of objective measurement by such a simple experience as attempting to gauge intelligence quotients from photographs.

4. *The interpretation of test scores.* Some basic statistical techniques must be taught as background for the understanding of standard scores Mean and standard deviations are discussed and illustrated Inasmuch as we have adopted the percentile rank as the common standard score for the translation of all test results, a somewhat more detailed explanation of the median and semi-interquartile range is required. It is not necessary to take sides in the argument as to whether percentile scores are as good as standard scores based on mean and sigma. For statistical purposes the superiority of the latter is readily granted However, for counseling purposes, where the predictions should be indicative rather than definitive, even the percentile rank gives a false sense of security as regards exactitude. Considering the general predictive efficiency of most instruments currently in use, it would seem to be less deterministic if we were to use deciles, or in some cases quartiles, for standard score comparison In any event considerable teaching is required to convey the difference between a score of 50 per cent on an examination and the fiftieth percentile of a given population.

The foregoing discussions provide a natural atmosphere for treating the subject of norms and, subsequently, the concept of correlation as the basis for prediction.

Essential to any study of test scores is the concept of the variability of scores Everyone is familiar with the common fault of assuming that a single given score is an absolute. To teach this concept of variability alternate forms of the Minnesota Paper Form Board were administered to a group of counselors with a week's interval between tests Each one had an opportunity to compare his own scores as well as to compare the group distributions. Despite the high reliability of these tests, differences were sufficiently marked to emphasize the need for caution when interpreting test results.

5. *How to interview.* There is now a natural readiness on the part of the counselors to take up the study of interviewing. There is a concern for the best method of getting test information across to the student. By this time the counselors have become familiar with such terms as the *permissive situation*, and they are ripe for enlightenment on this and the correlated concepts involved in interviewing.

The concept of a student-dominated interview is frankly new to the beginning counselor. The realization that his maximum effectiveness comes not from his own pleasant domination of the counseling period, but from creating an atmosphere which welcomes the shared experience may, at the outset, disturb him, in seeming to deny him an opportunity for service But with continuing emphasis upon counseling as an educational experience through which the student grows in personal effec-

tiveness and independence, the faculty counselor can be given the essence of non-directivism

Where space and facilities are available various methods for demonstrating and supervising counseling interviews may be used In the ideal situation a counseling laboratory will consist of the counselor's office with an adjoining room for observers Both rooms should be sound-proofed with a one-way visual screen separating them Then by means of a hidden microphone the exact conversation with all its overtones can be heard, and the facial expressions of both counselor and student can be seen. For purposes of experiment or demonstration the counselor may switch the interview from permissive to directive and back again to enable the observers to see and hear the resultant differences in response Such a setup is extremely valuable in enabling the director to give desired supervision to the faculty counselors in actual training or as a spot check

Lacking such physical facilities or simple recording apparatus from which to obtain a playback of the interview for analysis, the training technician may join the interview as a resource person Under these conditions he remains completely in the background unless called on by the student or the counselor. When the student leaves the room, there is immediate opportunity for checking the interview. This is certainly the least desirable of methods because it will undoubtedly inhibit the student, but it does permit some evaluation of the counselor's method of operation with a "live" case

6 *Recording an interview.* The value of a meaningful record of the counseling interview cannot be overestimated. The counselor who deals with many cases per week cannot bear in mind the significant items of each interview Certain rules are fundamental, whether the counselor makes his notes in longhand or dictates them. First, the notes should be made immediately after the interview. Second, the notes should reflect the student's interpretations and attitudes and not those of the counselor. Third, the counselor should make no notes during the interview but should keep both his and the student's attention solely on the interview process Fourth, the counselor should be taught not to strive for a verbatim report but rather for facts, tone, and the student's interpretation.

A simple training exercise in creating factual records is to read to the counselors sample verbatim interviews with the instructions that they record the significant facts Discussion of each other's notes soon points out the differences between important and unimportant facts, between facts and interpretations of facts, between the counselor's ideas and the student's actual statement.

7. *The recognition of symptoms.* The faculty counselor, as well as the clinical counselor, is neither physician nor psychiatrist He must learn early to avoid attempts at diagnosis or treatment outside his immediate realm of competence. However, the counselor should have acquaintance with various syndromes so that when he meets them in the course of a contact, he is alert to the need for immediate referral to the appropriate specialist.

To this end the reading clinician supplements the diagnostic reading test discussion with illustrations of some of the more common difficulties which the counselor may encounter. The speech clinician can indicate possible etiologies which the counselor may be able to uncover in his interviews. And the physician alerts the counselors to patent symptoms of medical difficulties which may need treatment as part of the total counseling procedure. When these warning signals are encountered, the counselor does not diagnose or prescribe; he refers the student for examination and whatever treatment is necessary.

The psychiatrist enters the discussion of symptoms primarily to assist the faculty counselor in identifying the neurotic or psychotic individual. The complexities and intricacies of emotional maladjustment are such that the counselor will require considerable time and experience before becoming reliable in his identification of symptoms with psychiatric implications.

8. *Study habit techniques.* The counselor should have thorough acquaintance with such aids to the student as *Studying Effectively* by Wrenn and Larsen (16). He should be able to interpret the Study Habits Inventory to the student, directing him to appropriate guides to better study habits Substantial training in the use of daily time-use records is an invaluable skill for the counselor. Unwise use of time so often has been a major contributing factor in academic failures and other frustrations that a preliminary time-use check is a minimum essential for almost every student

9. *Vocational information.* Inasmuch as the faculty counselor soon will find himself immersed in vocational counseling, he must have some general knowledge regarding major vocational outlets for the people whom he counsels. The counselors may mutually supplement their vocational information background by reporting on opportunities and requirements in their respective fields. Instead of attempting to become a walking encyclopedia for the 35,000 occupations in this country, the counselor guides the student in a course of independent action in finding the desired information.

Criteria by which occupational monographs or information can be evaluated have been developed by the National Vocational Guidance

Association (10) Schooling in these elements is important for counselor and student alike, if they are to avoid the pitfalls of using inadequate sources of occupational information.

The counselor must learn to guide wisely the reading, conferences, and exploratory experiences of the student seeking vocational orientation.

10. *Utilization of immediate and community resources.* Just as the counselor learns to refer the student to medical specialists, so he must learn to take advantage of the other referral sources on the campus and in the community (11, 12) The use of external sources for aid in solving problems of housing, finances, employment, recreation, extracurricular activities, and like matters is not a mark of the counselor's personal weakness but rather of his ingenuity

11. *Counseling techniques* This is an area we have tended to regard as highly individual and not subject to standardization. However, the literature on counseling techniques is growing constantly There is an increasing effort on the part of technicians to objectify and describe their own procedures. In some cases statistical data are beginning to appear In general each counselor will adopt techniques particularly suited to his own personality However, some approaches, such as the Decision Evaluation Sheet which we have developed to assist the student in objectifying a decision, may be used by all counselors if the introduction of the form is properly timed and followed up.

12 *Case analysis.* It is assumed, of course, that the counselor has not yet been turned loose on his own with a live case As a culminating learning experience the counselor-in-training should be given case folders from the file, complete except for interview notes and case history summaries On the basis of the objective data the counselor may be given exercises in analysis, prognosis, making guesses as to problem causation, and suggesting possible alternative solutions He then may compare his findings with the actualities of the case record. This type of experience has been found extremely valuable in creating flexibility in the counselor who is inclined to be somewhat dogmatic. When, through this type of approach, the counselor shows his ability to gain insight into student problems, he is ready for his first client.

After the formal training program is completed, regular weekly or biweekly staff clinics should follow. Not only do these provide for on-going training and the introduction of new tests, techniques, and the like, but more important, they provide an opportunity for each counselor to present cases for discussion. Experience has shown faculty counselor groups to be utterly merciless with each other in critical analysis of case presentations.

CONCLUSION

In the foregoing discussion we have attempted to establish a reasonable educational and administratively feasible program for the successful utilization of faculty members in a counseling program.

These twenty-five years have marked the development of counseling as a profession and have seen its precepts incorporated into progressive educational practice on a national scale. From faculty and administration alike there are ever-increasing indications that the training faculty members receive along the lines indicated in this paper manifests itself not only in successful counseling but also in more effective instruction It is reasonable to predict, therefore, that the educational pioneering of the next twenty-five years will occur in those institutions that will give many or all of their faculty training in understanding and working with individual students through the counseling process The investment in time and money required is relatively small, the dividends in terms of well-adjusted men and women are limitless.

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Training Faculty Counselors at the University of Illinois

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BEFORE describing the faculty-counselor training program as such at the University of Illinois Student Personnel Bureau, I should like to discuss briefly a few of the most significant problems relating to a faculty-counselor program generally since they influence the type of training given. Who, for example, should provide counseling services to students? As Jane Warters (12) points out, three points of view are expressed in the literature in answer to this question (1) The class teacher should provide all personnel services, (2) personnel work is primarily the function of the specialist with the teacher performing only minor supplementary functions, (3) there are personnel services to be performed by every staff member, but every staff member is not qualified to perform every personnel service This last is essentially the point of view adopted by the Educational Policies Commission (5), and it is the point of view with which we at Illinois are in agreement To make good counseling services available to all students who need them, it is necessary to have both professionally trained clinical counselors and adequately trained faculty and staff members

It would be desirable for every staff member in a college or university to have what has been described by Cowley as a "personnel point of view" (1) Many general personnel services are provided by untrained staff members While a number of these services, such as registering the student, checking to determine whether he is taking the courses required for a given curriculum, providing special tutoring help, and the like, are necessary and desirable as a part of a total personnel program, it is not believed that these services considered singly should be designated as counseling services. As Darley and Williamson and many others have pointed out, counseling occurs only when there is a broad clinical approach to the whole individual This distinction between other personnel services and counseling seems to be receiving more and more recognition. The distinction needs to be made again and again, however, because it seems to be too easy to designate all activities, whatever their nature, as counseling, with the result that the suffering student frequently receives useless advice, unnecessary information, pep talks, and threats instead of good counseling. Unfortu-

nately all these things are often called counseling and so nothing is done to develop a real counseling service

Even under ideal administrative conditions and with unlimited funds and professional personnel, I doubt whether all counseling services should be supplied by persons who have received doctoral degrees in clinical psychology or in personnel work. There seems to be a real need for other than fully trained professional specialists The adequately trained faculty counselor, for example, possesses a kind of knowledge and a kind of influence with the students which is not necessarily possessed by the specialists. The faculty counselor can have, by the very nature of his position, much knowledge of the job opportunities in his field Often he is also aware of many facts that do not appear in the catalogue relating to specific courses offered by his department In addition, the students appear to accept the faculty counselor as an educational specialist in his particular area just because he is a mathematician, a physical scientist, or a language teacher

The use of faculty counselors who have been well trained encourages general college or university acceptance of the professional counseling services provided by the specialists By utilizing faculty counselors both the faculty members at large and the administrative officials are prevented from making the accusation of professional snobbery which might otherwise be well justified. The use of faculty counselors also encourages the development of the opinion among the students that a counseling service is not simply a service for emotionally disturbed students.

The use of faculty members as counselors likewise provides for a closer integration of the general educational instructional program of the college and university and of counseling services The real relationship between teaching and counseling is recognized practically by including faculty members in the counseling organization. And finally, if the number of years a staff member can serve as a counselor is arbitrarily limited in some way, or if through natural processes there is a reasonable turnover in the faculty counseling staff, there will in time be a goodly number of persons among the faculty at large who will have received this training They will presumably put it to good use in their own contacts with students and in their educational thinking generally, and they will serve as advocates for sound professional counseling.

As I have already indicated, both explicitly and implicitly, effective counseling cannot be done by untrained staff members. The tools of counseling — such as an adequate knowledge of psychological tests and of when and under what conditions each test should be used, the proper interpretation of test scores, and the utilization of effective interviewing and psychotherapeutic procedures — have developed to such

a point that it is about as dangerous for an untrained person to attempt to use such tools as it is for an untrained person to diagnose and prescribe for a friend's physical illnesses While the use of individual test results and other psychological tools by untrained or inadequately trained persons may temporarily expand the general interest in counseling and increase the faculty's approval of it as an integral part of the educational process, this type of promotion is, in my judgment, more harmful than beneficial in the long run. As many faculty members as are interested should be encouraged to become faculty counselors formally, or to receive the same training as the faculty counselors do, but they should not be encouraged to think of themselves as counselors unless they have had such training.

Once the desirability of having faculty counselors and of training them is recognized, the next problem becomes one of securing an adequate number of the right kind of faculty members who will be willing to serve as counselors Some of those most interested in becoming counselors are unsuited in terms of personality characteristics and scientific attitudes for such work They could possibly be counseled and then trained, but the gain would not be worth the effort Other faculty members who would make excellent counselors do not wish to give up the time, from their research for example, for such work. In other cases department heads will object to having their staff members give up such time because counseling services do not receive the nationwide publicity that research does. Consequently, there must be some practical program for recognizing counseling services—by advancement in rank, by increased remuneration, by lessening of teaching load, or by all of these—in order to secure the full cooperation and services of the faculty members Neither the training for counseling nor later the counseling itself is likely to be very effective if it is looked upon merely as an additional chore. For some strange reason even faculty members do not seem to learn well, or practice what they learn, unless they are properly motivated. And they are practical-minded enough not to let themselves be motivated simply by a strong interest in student welfare at the neglect of their own.

When the day arrives that counseling services actually receive the same recognition in terms of increase in rank and salary as does published research, it will be possible to secure as many faculty counselors as any counseling service would require without additional compensation of any sort. But faculty members will be convinced that counseling services are recognized in this way only when there is visible and indisputable evidence of it, not by general pronouncements by administrators on the importance of student counseling.

At the University of Illinois each faculty counselor devotes up to

eight hours per week to counseling with students. They may be relieved of a portion of their teaching duties and receive additional compensation, which is increased for three years to a given maximum, or they may do their counseling on a pure overtime basis with a greater amount of remuneration. At the present time there are eighteen faculty-counselor positions on our staff. For counseling work the staff members are administratively and budgetarily responsible to the Student Personnel Bureau.

Now that the ground has been cleared, to some extent at least, I should like to devote the remainder of my time to a description of the training program provided for and required of faculty counselors at the University of Illinois. The present training program takes account of the fact that faculty members are a select group and that those who have been chosen for counseling have a real interest in the work. It moves much more rapidly and covers much more ground than the usual college course, since these faculty members make unusually good students. The formal seminar part of the training program requires approximately thirty-two class hours, and the counselors receive their additional remuneration and release from teaching during this time. The number of new faculty counselors participating in such training has never been more than ten. Consequently free and open discussion is possible. Generally speaking, the problem approach is the preferred teaching technique.

The training program itself is not a duplicate of any course offered at the university but cuts across a large number of courses and includes aspects of many of them. Some of the material ordinarily found in a beginning course in psychology is utilized. Other parts of the material would ordinarily appear in courses in Psychology of Adjustment, Abnormal Psychology, Occupational Information, Remedial Reading and Study Habits, and in advanced courses in Counseling and Psychotherapy. Statistics as they relate to the interpretation and evaluation of tests are discussed. The total training program also includes practice in test interpretation and pseudo counseling as well as actual counseling under supervision. This training of faculty counselors is continued indefinitely by means of weekly staff meetings, ordinarily an hour and a half in length.

While a course outline gives relatively little information about what is actually done in the course, I feel compelled to include one so that I may discuss its various aspects. The training program for faculty counselors at the University of Illinois begins with a series of seminars.

It is expected and assumed that the faculty counselors will, like any good student, do a considerable amount of reading before the seminar.

Specific assignments are made in various texts, and it is gratifying to note that these assignments are invariably mastered before the seminar period in which they are discussed. The seminars are usually in the late afternoon or evening and are two hours in length They occur twice weekly, so that the course is completed in from eight to ten weeks. The faculty members begin counseling with students under close supervision at the conclusion of this initial training

The first seminar meeting is devoted to a discussion of the personnel point of view The Introduction and Chapter I of Williamson's *How to Counsel Students* (13) provides the basis for emphasizing the importance and necessity of considering students and their problems in an individual and personalized way The similarities and differences between instruction and counseling can be demonstrated by a discussion of questions such as these What should your attitude be toward a student caught cheating? Should a state university supported by public funds carefully select all students who are admitted? Should there be a large number of required courses or should a student have much freedom in selecting his courses?

The next seminar period is devoted to a discussion of the basic psychological facts regarding the nature and causes of everyday behavior. This leads to the problem of how people adjust, or fail to adjust, to environmental conditions and to a discussion of mechanisms of adjustment and psychoneurotic and psychotic symptoms Material is drawn mainly from Ruch (9), Shaffer (10), and McKinney (6) for this seminar period. While most faculty members seem able to think of all human behavior as having natural causes, it is occasionally amazing to discover how a person who is a scientist in another field believes that much non-adaptive behavior is caused by "plain laziness," "meanness," "stubbornness," or "lack of will power."

The general question of individual differences and how these differences are measured is the subject of the first hour of the third seminar period The first two chapters in Paterson, Schneidler, and Williamson's *Student Guidance Techniques* (7) are particularly useful here The second hour of this seminar period and all of the fourth period are concerned with the most commonly used psychological tests and the problem of selecting appropriate test batteries for given students. The same text is used as a source, together with Darley's *Testing and Counseling in the High School Guidance Program* (3) In addition, the faculty counselors are supplied with a mimeographed annotated list of approximately 150 tests, which list is revised regularly by our psychometrist.

In the fifth and sixth seminar sessions the question of interpreting

psychological tests and other data clinically and of effective and ineffective counseling procedures are dealt with Chapters 2, 3, 4, and 5 in *How To Counsel Students* and Chapters 6 and 7 in Darley's book are assigned. Use is also made of Darley's booklet, *Clinical Aspects and Interpretation of the Strong Vocational Interest Blank* (2).

During the seventh seminar there is a discussion of sources of vocational information. Williamson's *Students and Occupations* (14), the appropriate chapters in McKinney's *Psychology of Personal Adjustment* (6), and a complete and annotated list of sources of vocational information published during the past ten years are all utilized as starting points

Since the counselors have already read much of Williamson's and Darley's books, it is considered safe, for the eighth and ninth seminar periods, to have them read Part I of Rogers' *Counseling and Psychotherapy* (8). They are encouraged to read the remainder of this book as they find time to do so. In order to promote the notion that non-directive counseling is merely one of many psychotherapeutic tools and not a panacea, the counselors are also made aware of Adolph Meyer's distributive analysis and synthesis approach (4) and of the material in some of Thorne's articles on directive counseling (11).

The first hour of the next seminar is given to a discussion of reading skills, study habits, and problems of general motivation Wrenn and Larsen's *Studying Effectively* (15) is used for this part of the training In the second hour of this period college policies and requirements and the art of using the university catalogue are considered.

The first part of the eleventh seminar concerns the problem of making referrals effectively, a problem which in my judgment has received far too little attention in the literature.

The remaining ten hours of the seminar part of the training program are taken up with pseudo or mock counseling practice. The initial session concerns the proper interpretation of test data and other information about the individual Real or imaginary profiles and personal information questionnaires are handed to each counselor He then pretends that a student has come to him and has requested an interpretation of the results of the guidance examinations which are given to all incoming freshmen The counselor makes his interpretation, which is then discussed and criticized It is usually possible for three such interpretations to be made during the two-hour period

At this point the counselor begins to take part in complete mock counseling interviews. At least three relatively simple problem situations are ordinarily used one in which the problem is primarily a matter of vocational choice, but with educational and emotional aspects,

one in which the problem is primarily low motivation and poor study habits, and one in which the problem is primarily emotional, involving resistance to parental pressure toward an unsuitable vocation. The faculty counselors are divided into teams of two. One counselor takes the part of the client and works up a plausible background for his problem and prepares the appropriate psychological profile and personal information questionnaire The other member of the team then counsels with him

This procedure has a number of distinct advantages The counseling interview may be interrupted at any point The counselor may stop, back up, and start over again. The pseudo client may make the counseling easy or difficult upon the suggestion of the seminar leader

The person who plays the part of the client usually does it with disconcerting realism. If the counselor makes an obvious blunder, the pseudo client ordinarily forces the issue by his responses until the counselor shows he is aware of the blunder and corrects it. The pseudo client himself gains an appreciation of students' problems and of the basic factors influencing human behavior in a manner which could not otherwise be achieved The faculty members receiving this training report that the experience of playing the role of client is even more valuable than acting the counselor To date we have not made use of recordings of interviews, but we plan to do so this fall They should add even more to this pseudo counseling practice.

After the completion of this seminar part of the training program, real student clients are assigned to the counselors An attempt is made to have these first clients be students with relatively simple problems Nevertheless, before and after each interview with the first three or four students, the faculty counselor has a conference with one of the eight full-time professionally trained counselors on the staff of the Student Personnel Bureau After the counselor has thus gained some confidence in his ability to conduct an interview, he is put on his own with instructions that he may phone one of the full-time counselors any time he wishes advice. If the problem can be effectively discussed over the phone, it is. Otherwise a conference is arranged For about the first month these telephone conferences are fairly frequent. Then they become less so as the counselor gains experience and competence.

In addition to this special training program, the weekly staff meetings are attended by the counselors These staff meetings vary considerably from year to year, but about every other meeting is devoted to counseling procedures, to the discussion of a particularly difficult or especially typical on-going counseling problem, to a demonstration of specific psychotherapeutic procedures, or to more pseudo counseling

practice with the full-time staff members occasionally taking part. Other staff meetings are used for reviewing information about psychological tests and for discussions of new vocational information and recent literature in the counseling field generally. Guest speakers, such as deans, directors, and personnel workers in other fields, are occasionally invited.

In closing, I should like to point out emphatically that the faculty counselors are not arbitrarily limited to working with any given type of student problem. For example, a faculty counselor continues with the client even if fairly serious emotional problems are disclosed He continues until in his judgment the student's problems as a whole are too complicated or too severe. Then the client is referred to one of the professional counselors, and he takes over completely. In my opinion there is no real or necessary distinction between educational, vocational, and emotional problems In the individual these problems are interdependent and we separate them only for convenience in talking about them A so-called vocational or educational problem can be just as serious, just as far-reaching in its consequences, and just as demanding of the counselor's skill as a so-called emotional problem. The same kind of basic skills are needed in helping a student with any of these problems It is better, in my judgment, not to fragment the student and not to provide piecemeal counseling If we really believe in a genuine clinical approach in counseling itself, then the counselor must be prepared and able to help the student in all problem areas and not just in one or two.

We do believe in such a comprehensive clinical approach at Illinois, and we demonstrate this belief practically by encouraging the faculty counselors as well as the full-time counselors to practice it.

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Some Questions about Faculty Counseling

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IT IS significant and encouraging that a conference commemorating twenty-five years of professional personnel training should devote a section of its program to the value and importance of counseling by faculty members This is desirable recognition of the obvious fact that specialized personnel officers in the modern world cannot operate at maximum effectiveness all by themselves

Part of my function is to sound a few well-chosen sour notes on some of the high principles which the preceding papers have so well enunciated. It is, of course, proper for those of us who have been recognized as specialized personnel officers to pay lip service to the importance of faculty members If, however, our programs are to succeed, we must find means of making realistic the cooperation about which we talk.

Within the past few months it has been my privilege to spend some time at a number of typical institutions throughout the country as a consultant on student personnel services from the American Council on Education. There are two major questions which inevitably arise on these visits First, the administrator wants to know how he can coordi-

nate the specialized personnel services on his campus. He seems too frequently to believe that the appointment of a Dean of Students or a Director of Student Personnel will automatically solve all his headaches.

The second question always deals with the role of the teacher in the personnel program. Some of the fundamental problems in this regard have already been outlined in this symposium, others are more practical and immediate.

I do not think we have yet solved the fundamental question of the relationship of the teacher to the specialized personnel program. As we personnel workers become increasingly specialized and professional, can we continue to communicate and to *use* (the word is chosen advisedly) the tremendous resources, enthusiasm, and power of the thousands of eager teachers who are concerned with the total development of students? Many able and interested teachers have already been antagonized by our verbiage and our too pat self-assurance In desperately seeking to build professional standards, we may permanently undermine the basic support of our work. If we fall into the easy error of our brothers in the medical profession of setting up a cabal which excludes all those who do not carry insignia of our high art, then our work will surely fail

I suggest that we must be prepared now to work out a sound basic relationship in which we, with considerable humility, recognize that the teacher and not the specialized personnel officer has more frequent and, in many cases, more meaningful contacts with students than we can ever hope to achieve. At the same time, I think we, as specialists, must be prepared to give logical and defensible answers to such questions as these

1. *What is a fair adjustment of teaching load for the faculty member who is selected as a counselor?*

2. *What is the proper number of students with which a faculty counselor might be expected to work effectively?*

There is no obvious answer, of course, to these two interrelated questions, but sound practical advice is needed. My conclusions, which are, I acknowledge, rule of thumb, run something like this. The faculty member who normally teaches fifteen hours might be expected to have his teaching load reduced to twelve hours if he is asked to counsel with twenty-five to thirty students This might be assumed to provide a minimum of six to eight hours of counseling time per week.

3. *Should students be assigned to faculty counselors or be allowed to select their counselors?*

My answer to this recurring question is that new students must be assigned to faculty counselors by the personnel officer who knows

most about the background of the new students and the capabilities of the faculty counselors We must acknowledge that certain counselors work well with certain types of students and frequently are ineffective with others. In addition, when either the student or the faculty counselor requests a change, efforts must be made to adjust the situation.

4. *How does the faculty counselor secure background information about his students?*

This question relates to one that I will discuss later, but it arises from the failure of many institutions to provide the faculty counselor with a bare minimum of factual information about students. I submit that it is the obligation of the professional personnel staff to provide in compact usable form the brief factual background of each student. Family background, high school record, group test results, activities, interests, vocational experiences, and a photograph are certainly minimum essentials. The faculty counselor should not be expected to spend his limited time in securing information which the student has already supplied on a multitude of college forms In addition, the personnel office should be equipped to provide quickly and regularly the academic records of students.

5. *Should the faculty counselor call the student in for interview? How frequently should the counselor be expected to see his students?*

I need not comment here on these questions which trouble faculty counselors.

6 *What should be the relation of the faculty counselor to the professors in the department in which the student majors?*

I reply that when the student has established a sound relationship with a member of the department in which he is doing his work, he should be encouraged to transfer to that person. This calls, of course, for the willingness of the department member to accept this responsibility.

7 *Should the faculty counselor have access to information in other specialized personnel offices?*

This is not an easy question to answer I say, however, that if faculty counselors are to be used effectively and are to become genuine parts of the personnel program, there must be an exchange of information both ways. In many institutions conscientious and sensible faculty counselors are annoyed, if not insulted, by the attitude of certain specialized staff members, notably clinical psychologists and psychometrists The hesitancy of these members of the team to confide anything – even the fact that they are working with given students – may well create antagonism that will undermine cooperative operation. The attitude of certain clinicians reminds me of the college doctor I knew

some fifteen years ago who felt that his oath of service forbade him to let the personnel office know when he found evidence of a severe heart murmur or high blood pressure or even a positive Wasserman. I need not labor this point.

These questions, I realize, are elementary but they are bothering teachers and deans and presidents who want to move forward in developing a coordinated personnel program. Specialists must be ready to give workable and realistic answers to them.

Issues in Faculty Counseling

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BECAUSE for me – in a temporarily half-blind condition – the "great books" of student personnel work have been for several weeks no more than sets of muddy hen tracks on paper, I have necessarily been thrown back upon my own resources. You are forewarned, therefore, that what I have to say will be distorted by personal bias and wide open to the most violent criticism, objection, and argument as the result of its subjective and non-scientific nature I am hopeful, however, that such a presentation, despite its shortcomings, may still serve a useful purpose. Perhaps it will be possible by merely posing some controversial questions and asserting some dogmatic answers to provide a bit of fuel for the fires of discussion

The first question which needs to be asked is what we mean by the phrase "counseling by faculty members." At this point I want to be cooperative rather than provocative, because much argument of the pointless and futile kind may be avoided if we can achieve a meeting of minds on what we propose to discuss We all know the trickiness of words. Frequently the use of the same words with different meanings attached to them can switch two trains of thought onto entirely separate and diverging tracks When this happens, of course, effective communication, cooperative thinking and action, and even a clear basis for disagreement become impossible This point is amusingly illustrated by the man who used the trickery of double meaning to produce an unanswerable argument against the emancipation of women. Said he,

"When women began to crusade for emancipation from slavery to men, they were constantly shouting that they didn't want to be dictated to Then, as soon as the women had won their fight, 20 million of them immediately proceeded to become stenographers."

On the other hand, if the meaning of words can be anchored to the firm bottom of shared or similar experiences, and if there is sincere desire to reach mutual understanding, then effective communication can often be achieved, even when the words used may seem ridiculous or meaningless to persons outside the discussion.

This encouraging phenomenon may be illustrated by an experience of my mother-in-law, who lived for many years in a small town on a street leading to an elementary public school and who was affectionately known to all the children of the community as "Aunt Anna" One day a very small girl rang the doorbell and stood waiting at the door, shifting nervously and uncomfortably from one foot to the other. When my mother-in-law opened the door and asked the child on the porch what she wanted, the girl simply raised her hand with one finger extended and said, "Please, Aunt Anna, may I leave the room?" At least some of you will readily understand how these incongruous words at once produced effective communication and led to appropriate cooperative action! It is hoped that our present discussion, however we may fumble for the right words, can be carried on in the spirit of the parable of Aunt Anna and the school girl.

First, I take it that we do not propose to discuss "counseling by faculty members" as something *in opposition to* or as something *to be substituted for* counseling by other persons – such as professionally trained physicians, psychologists, and psychiatrists It is assumed, in other words, that we can agree by this time, on the basis of student personnel work history in the past twenty-five years, that there is no longer any real argument about the vital need in our colleges for the services of various counselors who are well-trained specialists

A second assumption is that there is also a real need and place at the college level for some kinds of counseling activities carried on by faculty members who are not professionally trained specialists and whose primary educational functions are teaching and research in subject-matter fields This second assumption admittedly begs the question, for the moment, as to what these "some kinds of counseling activities" are and as to which faculty members are to perform them. Nevertheless, the experience of the past twenty-five years again provides solid ground for agreement on the general proposition that the best interests both of college students and of a firmly rooted and expanding student personnel program require the active participation of

faculty members, as well as professionally trained experts, in the counseling of students.

I hasten to add, in an attempt to forestall a semantic difficulty and to prevent irrelevant argument, that the term *counseling* is here used in a very broad sense, as I think it was intended to be used by the planners of this symposium At any rate, I hope we can agree to accept the word *counseling* as a general term covering a wide range of types and levels of contacts with individual students and to try to discriminate among various *kinds* and *levels* of counseling by the use of qualifying and descriptive adjectives I confess that I have been puzzled as to what to do about the terms *advising* and *faculty advisers* in this connection. But because *faculty adviser* and *faculty counselor* are used interchangeably in so many colleges, I think we had better stipulate that "advising by faculty members" is taken to come within the meaning of "counseling by faculty members," except in those instances where the faculty adviser does very little more than serve in the capacity of registration clerk.

I have assumed our mutual agreement that the services of professionally trained specialists are indispensable in an effective counseling program and that there is also an important place for counseling by faculty members in such a program If you are more or less with me up to this point, perhaps the time has arrived to become more provocative by posing some questions upon which it will not be so easy to reach agreement, even by the exercise of the privilege to indulge in assumptions. I can then hope to add fuel to the flames of debate by suggesting answers or partial answers to some of these questions In phrasing the questions, I have tried to put them in the practical terms in which they are confronted by administrators and faculties who make the decisions fixing institutional policy and procedure.

Question No. 1 Should all faculty members serve as counselors or advisers?

My answer is Ideally, probably yes, practically, no. Ideally, that is, it might be desirable to have a faculty composed of persons who, in addition to their high qualifications for teaching and research, were every one of them also qualified to deal with individual students in a counseling relationship. There may be a few colleges where this condition exists, but I do not have personal knowledge of them. My experience convinces me that few collegiate institutions are likely to recruit such an extraordinary faculty in the foreseeable future. I would argue, therefore, that in almost all our colleges and universities the best results can be obtained by carefully selecting a small proportion of the faculty to serve as counselors or advisers

Question No 2. If a small proportion of faculty members are selected to serve as counselors or advisers, how should the selection be made?

In the first place, I would like to have the selection made by a committee of persons who (1) know the faculty members well; (2) have clearly defined for themselves the functions that faculty counselors are supposed to perform, and (3) have considerable knowledge of and experience with the counseling process

This method of appointment, and also of review and reappointment, should effectively guard against having faculty counselors who are disinterested in or negatively conditioned toward counseling, who are unfitted by personality or character to be trusted in the counseling relationship, who are unable to recognize their inability to attempt deep therapy, or who are overzealous in exploring student problems in terms of projection of their own unresolved conflicts.

On the positive side, the selecting committee would seek faculty counselors who (1) have a genuine interest in talking with individual students about almost any subject under the sun and not merely about the counselor's subject-matter field; (2) are reasonably attractive, emotionally mature, and well adjusted in terms of personality, (3) have already become familiar with the institution and secure in their teaching work and relationships, (4) possess a large share of common sense, and (5) definitely want and prefer to spend several hours a week in counseling as a regular part of their total assignment of work in the institution

Both men and women faculty members should be eligible for selection as counselors. Furthermore, I believe there are many advantages and no important disadvantages in having faculty counselors of either sex available to both men and women students.

Question No. 3. What are the potential advantages of having faculty responsibilities for counseling assigned to a small proportion of the faculty members?

Here are some of the potential advantages which can be realized by farsighted planning followed by action:

1. Effective supervision of the work of faculty counselors by a competent person who "knows the ropes" Such a person might be a dean, assistant dean, or be called by some other title. He might be administratively responsible to an academic dean alone or, better still, jointly to him and to the Dean of Students. The most important considerations are, however, that this supervisor be a person especially fitted for this particular job and that he be given sufficient status and authority to get it done well.

2. Through long-range planning, if not by immediate action, to center the faculty counseling activity for the entire college – or for each school or division of a large university – in a suite of offices or adjacent offices in one building. This type of physical setup makes possible several desirable results, including: (a) a centralized and consolidated file of counseling records; (b) a centralized stenographic staff to serve all of the counselors efficiently and economically, (c) easy and frequent communication among counselors and between them and the person responsible for training and supervision, and (d) convenient arrangements for students in making appointments, knowing where to go for help, and finding someone who can "pinch hit" for their regular counselors in case of emergency.
3. Adequate adjustment of teaching loads to enable faculty counselors to keep a regular schedule of office hours throughout the week, with enough hours scheduled to give all students a fair chance to see their counselors when they feel the need of help
4. Special compensation for counseling as a recognized and significant assignment, not merely as a kind of side line or optional chore, but as a job which ranks on a par with teaching and research.

One potential disadvantage of this plan of counseling by faculty members is the danger that a large proportion of the faculty would feel no responsibility for the general welfare of students – and that the student personnel point of view would not be widely understood and accepted This objection does not impress me very much for two reasons (1) my opinion that mere assignment of all faculty members as counselors or advisers does not significantly increase faculty interest in students as human beings or faculty acceptance of the student personnel point of view, and (2) my belief that a judicious rotation of the qualified and interested members of the faculty as counselors, under the conditions provided in the selective plan, can in time be most effective in stimulating widespread understanding and acceptance of counseling and other student personnel functions.

Question No. 4, Part 1 Should faculty counselors or advisers be given special training and supervision?

I have already implied that my answer is in the affirmative. In my opinion, any counseling activity worthy of the name must be approached in a humble spirit and with willingness to learn Virtually anyone, no matter how brilliant, unless he has previously had successful experience in counseling, needs information and instruction leading to understanding and skill in this activity. For similar reasons and to pro-

vide continuous appraisal of the results of faculty counseling, I believe that responsible supervision is also necessary.

Question No. 4, Part 2 How should faculty counselors be trained and supervised?

Earlier I suggested a plan for supervision, and I suggest now that the officer responsible for supervision should also be responsible for training I am thinking of in-service training primarily – training on, and as an integral part of, the job. A few sketchy suggestions as to the nature of this training are all that time permits.

At a minimum, the training program should provide for the selected faculty counselors and advisers (a) accurate understanding of all student personnel records and tests that are to be utilized by the counselors, (b) useful information about techniques for establishing rapport and interviewing, (c) thorough knowledge of all rules, regulations, and policies that counselors are expected to interpret and sometimes to enforce, (d) keen awareness that the problem or question which the student first verbalizes in counseling is often not the real reason why he is seeking help, (e) specific information about the special counseling and other personnel services available and when and how referrals should be made, plus personal acquaintance with the persons who direct these services, and (f) ready access to a small, carefully selected library of reading references on counseling and student personnel work generally.

In terms of training methods, I would favor (a) emphasis upon the case method, with staff discussions centered on specific problems and questions (since for the most part, consideration of various aspects of counseling theory is thought to be most profitable when it grows out of rather than precedes such discussions), (b) a mature and informal method of learning together, as a group of colleagues, not in terms of "the great expert telling the new boys"; and (c) provision of much of the in-service training through the intimate, friendly assistance that can be given to each faculty counselor by a supervisor who is qualified and who is on this job close to full time

Question No. 5. What kinds of counseling should faculty members do?

I shall have to answer very briefly and inadequately by saying, Only the kinds of counseling for which their training and experience fit them Certainly they should not, for example, try to interpret and draw conclusions from certain test scores unless they have attained a thorough understanding of these tests. Nor should they attempt therapy in cases of pronounced neurosis or of psychosis when they lack the required professional training, any more than a layman who has learned

from first-aid training how to take care of minor cuts and burns should try to treat a broken leg or a ruptured appendix.

Many lay and semi-professional counselors have a natural tendency, in their enthusiasm about counseling and in their genuine eagerness to help their counselees, to bite off more than they can chew. Here is a spot where a wise supervisor can be exceedingly useful by helping counselors to stick to the kinds of counseling for which they now have competence.

Question No. 6. Should faculty counselors or advisers be given any specified compensation for their counseling work, and should there be official recognition of excellent performance of counseling functions as one of the criteria for salary increase and promotion in faculty rank?

My reply to this double-barreled question would be "yes, yes." To elaborate briefly, I would recommend (1) that those selected as faculty counselors be relieved of from one quarter to one half of their teaching loads; (2) that their pay for the counseling part of their work be a stipulated amount paid from a special budget set up to cover the costs of this counseling, and (3) that faculty and administrative sanction be given, publicly and in definite terms, to the policy of recognizing excellent service in counseling on a par with excellence in teaching and research in granting salary increases and promotion in rank. If faculty counseling is as important as everyone, even presidents, say it is, why not find out what it costs to do a good job by proper cost accounting and budgeting? And why not claim for successful counseling the same material rewards of good pay and increased status that are given for successful teaching and research?

Question No. 7. What else can be done by the college to make the faculty counselor's job interesting and rewarding and his total contribution to student welfare most effective?

There are many interesting ideas that could be examined in answer to this omnibus question, but in the final sprint to conclude this paper only a few suggestive examples will be tossed out hurriedly.

1. To provide added job satisfaction for the counselor and to help establish the most favorable conditions for counseling, furnish and decorate the counselor's office as comfortably and attractively as possible. Although in the interests of economy the counselor's private office can justifiably be made quite small, generous expenditures on good paint, furniture, draperies, and other similar items will be likely to pay good dividends in counseling results.
2. To help the faculty counselor establish friendly contacts with students outside the office, in order to increase his firsthand knowledge of the student as a social animal in his natural habitat: (a) provide a

modest fund for the counselor to use in entertaining students informally in his home, in the student union building, or elsewhere, (b) encourage counselors to accept a reasonable number of invitations to visit residence halls, fraternities, and sororities, to go with student groups on outings and excursions, to referee intramural games, to attend student dances – in short, to do anything that will help them meet students in informal ways; and (c) urge each counselor to serve as faculty adviser to at least one student organization – if possible, an organization whose activities are related to one of his own special interests or hobbies.

3. To aid in the coordination of counseling by faculty members with residence hall supervision and counseling, adopt when feasible the plan of having one or more faculty counselors also serve as resident heads of dormitories If appropriate arrangements can be made to include married counselors and their families in this plan, so much the better

4. To stimulate faculty counselors to go beyond the minimum training requirements for their counseling duties, give encouragement and financial assistance to any faculty counselor who develops an interest in attending a summer workshop, summer courses, student personnel conferences, or other sources of specialized knowledge

In conclusion, if this paper has helped at all to sharpen the important practical issues involved in counseling by faculty members and to stimulate some constructive controversy on the subject, then its limited objectives have been achieved We may now hope that Robert Hall was at least partly right when he optimistically declared, "The evils of controversy are transitory, while its benefits are permanent."

Part XI

RELIGIOUS PROGRAMS AND STUDENT PERSONNEL WORK

Religious Counseling at a State University

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DISCUSSIONS of religion and religious work among college students often remain fixated on the consideration of two controversial factors —the diversity of denominational doctrine and the strength of social sanctions historically associated with religion. Thus restricted, the discussion in a state university usually leads to the logical conclusion that it is wise to let sleeping dogs lie But the truth is that such a state of slumber is periodically interrupted because of a third factor· A university's stimulation of students' intellectual development is often in conflict and competition with some aspects of religious beliefs and points of view.

This third factor is an added reason reinforcing the educator's desire to avoid the unpleasant public relations consequences of religious conflicts, and he thus prefers to avoid altogether the topic of religion As justification for such a position, he publicly points to the long established legal separation of church and state. Since education, at least with respect to public universities, is a state function, religion has no place in a university's educational program. Thus classified, religion and religious works are relegated to an "off-campus" position, sometimes tolerated sympathetically and at other times critically examined by professors in classroom discussions.

I have long felt that the position I have outlined is not necessarily the only or even the most desirable and tenable one for a public educator. An alternative policy could be developed without violating the highly desirable principle of the separation of church and state. Such a policy would read in outline somewhat as follows

The University of Minnesota is a state institution As such it is supported by citizens who hold differing religious beliefs as well as by those who profess none Students come to the university from all geographical sections of the state and from a variety of origins differing widely in race, culture, and financial resources. An attempt to wipe out these differences and to standardize students is repugnant to an educator operating within a democracy. In like manner standardization with respect to religious beliefs is repugnant. Indeed the right to religious freedom is one of our most precious democratic institutions. Consistent with the responsibilities inherent in both academic freedom and religious freedom, the university, therefore, should respect and make respected the religious preferences of all students It follows that the university should encourage and lend support to the efforts of those religious organizations which provide for the religious needs of students affiliated with these organizations. Without becoming involved in doctrinal and creedal controversy, the university should recognize that the work of the religious foundations plays an important part in the personal development of the students affiliated with them

In adopting such a policy, not only is a university upholding religious freedom and respecting religious belief, but it is also assisting in making provision for those students who desire to affiliate with religious organizations

An important basis for such an underlying concern for religious programs lies in the assumption that growth in religious beliefs and understandings is important in the development of citizens in a democratic culture in which the welfare of individuals is the goal of all societal institutions It follows, therefore, that in an institution dedicated to the ennobling of men through understanding, we should not isolate religious understanding from the influence of teaching

To fail to encourage establishment of religious programs for the benefit of those who wish to affiliate with them would, moreover, seriously impair the morale of the campus with respect to social and personal morality and thus result in a weakening of the personal development of individual students. In so far as it deals with human and societal values in personal development of the individual, education cannot function in a non-moral social milieu.

THE IMPORTANCE OF RELIGIOUS FOUNDATIONS

In the University of Minnesota's broad-gauged program of personnel services to individual students, our interest in the religious field is sixfold. I shall outline briefly these six points, which seem to me to

have some cogency, not only with respect to the background of our present student personnel program, but more importantly, as pointing out the desirable dimensions of a more adequate religious program in a state university.

1. In the religious program, as in other phases of our student personnel program, we can work to create good will on the part of students and their parents through the quality and effectiveness of our personnel services It is our personnel workers' contribution to the broader public relations program within the university and in the state at large. I do not mean to say that this is a superficial approach to the problem of religion; rather it is one of the by-products that stem from all personnel services well performed, provided these services are vital in the lives of the students.

2. The religious foundations and church groups, however, offer opportunity for a more basic personnel function than fostering good will. It is at this point that students' needs become the significant point of reference. Many students from small, rural communities and some students from urban communities come to the university in very serious need of an initial orientation period for learning to adjust to a new type of complex social situation. This transition from one type of community and family living to another type often calls for a special "threshold school," as it is called in industry. Now it so happens that many religious organizations provide a threshold school for hundreds of students who would otherwise be thrown on their own resources and would not feel at home in the broader and more sophisticated type of social structure and relationships on the campus. We personnel workers, therefore, look upon religious foundations as resources for this type of social learning, which is basic to personality development for many students.

3. My third point is related to the second, but it refers not merely to the transition period of orientation but to the continued needs of those individuals who, by preference, do not get into the wider "social swim" on the campus. Many such students prefer to limit their four years of social relationships to a less sophisticated environment. They like to be members of a small group organized around a common familiarity with and preference for certain ethical concepts and motivations. If the church groups were not already here to provide for this type of student, we should have to organize needed facilities. The needs of such students are as much a matter of concern to us, and in some cases more so, as are the needs of those well-adjusted extroverts who organize their own sophisticated social structure and environment I do not use the word *sophistication* in this sense with any derogatory im-

plication, but rather as a social psychologist would use it in describing people.

4. In addition, the religious foundations provide an important ingredient of a *balanced* campus. The first phase of this balance has to do with the fact that at Minnesota the student union building is on the south side of the campus and is essentially and most effectively specializing in low-cost recreational programs for students The religious foundations, on the other hand, have been and probably always will be made up of small intimate groups, centered around a common core of religious and social mores and morals You will note that I am not referring in any respect to the strictly religious services of the churches but rather to their functions as part of the group-work agencies of the campus I have come to the conclusion that the north side of the campus needs to have more church foundations in order that we may reorganize this heterogeneous student body into smaller units. I emphasize that our present great range of student interests and student backgrounds demands a corresponding range of social institutions and personnel agencies for assistance to these students The religious foundations add immeasurably to this needed range of agencies.

5 The social structure of the student body should be balanced in another sense. We have a wide range of student activities which appeal to the correspondingly wide range of student preferences It follows then that we should provide organizations which furnish the rallying point for those individuals and for those student groups which stress social idealism. I refer not only to standards of personal morality and social behavior, but even more to an emphasis upon the idealistic phase of international and interracial relations.

It is not by accident that our currently strong Brotherhood Week program stems from the interests of the religious foundations and the Y M C A. and the Y W C A. These groups have always "toned up" the Minnesota campus For our part, we have deliberately created opportunities for such groups to do this toning up, so that the campus would not be unbalanced in its basic mores. In view of our current situation, in which non-participation in community affairs appears to be the dominant custom, especially among student veterans, we need all the aid we can secure from religious groups. I am not thinking merely of the needs of religious students but rather of the non-materialistic needs of all students, veterans especially.

6 Lastly, religious counseling can be and should be a major contribution of the religious foundations. Apart from "indoctrination counseling," this phase of specialized counseling is not yet well established The concept of helping the student work out and learn his own adjust-

ment, whatever that adjustment may be, is a concept to which some pastors need to be oriented. Increasingly we see that many students face the problem of transition from childhood creedal emphases to the university's emphasis on religious maturing as part of general intellectual and personal development More exploration is needed in developing effective means of assistance to students as they grow from one level of maturity to another. The so-called religious conflict of the adolescent is often a very real one, and the nearby pastors contribute to the personal development of our individual students when they soften the sharpness of some narrow denominational and creedal approaches to personal and social problems and conflicts I do not think the university can or should do much, directly, in this field except to establish counseling as perhaps coordinate in effectiveness with creedal indoctrination

THE UN-CHURCHED STUDENT

The establishment of religious foundations for affiliated students does not constitute a completed program. There remains a serious problem of major proportions I refer to what are usually called "un-churched" students — that is, those who are not affiliated with any religious program or organization. Statistics are not available for determining the quantitative dimensions of this problem, but one may suspect that this type of student outnumbers those students who are affiliated.

No systematic analysis has been made of the characteristics of these unaffiliated students, but it used to be customary to refer to them as students who had revolted against organized religion No doubt some of these students have rejected religious beliefs and concepts taught to them when they were young, and probably the process of rejection is often an emotionalized one Parenthetically, among one's colleagues on the faculty, one may still see the traumatic scars of these religious conflicts as they exhibit themselves in animosity toward present-day religious programs But such rejection is not as baffling a reaction as negative adaptation Some students do not react emotionally against organized religious programs, they simply exhibit indifference and apathy, being no longer interested in the standards and teachings of their childhood church Still other students substitute the social philosophy of an organized political and social-action movement for their earlier religious beliefs.

A penetrating understanding of these types of student reactions and their underlying mechanisms is needed to replace our present anecdotal observations of such student behavior. But the methods of research

have seldom been turned upon the phenomena of religion, largely because of the sanction against such an application, and also because religious workers are usually not trained in research methods. As religious counseling becomes an integral part of personnel work, one may hope that the objective methods of research will be used to achieve better understanding of this phase of student life Indeed, the development of more effective methods of religious counseling waits upon the completion of such research. In educational and vocational counseling we began by working with "failing" students to answer the question what went wrong? In religious counseling we should begin to evolve a new methodology and do research by working on those students who reject organized religion

THE NEW PROGRAM OF THE UNIVERSITY OF MINNESOTA

The wide scope and specialized character of the religious programs and their relationships with other phases of personnel work make it necessary that specialized efforts in this field be assigned to a qualified layman who can devote his full time to the continued development of a comprehensive program Such a person has recently been appointed at Minnesota to the position of Coordinator of Students' Religious Activities in the Office of the Dean of Students A word about his duties may serve to indicate the expected development in this area of our personnel program.

The Coordinator will not sponsor or conduct religious programs, religious services, or religious education classes He will not serve as chaplain. Instead he will work with the foundations and with student organizations to initiate and carry on their individual and collective religious programs As a personnel worker on the university staff, he will not place the imprimatur of the university on any religious activities as such, his work is to be considered another phase of the university's interest and concern in all student activities that bear upon the personal development of the individual students.

The Coordinator will further serve as a liaison officer between the university and the several religious organizations and pastors and as a special staff adviser to the many student groups which are not affiliated with any church. He will work with the pastors and foundation directors much as other staff officers specialized in one phase of personnel work associate themselves with other personnel and educational officers of the university He will explore and use various means of encouraging and providing leadership for the many faculty and professional counselors who are alert to needs of students for special religious counseling, and he will also stimulate the development of working rela-

tionships between religious workers and counselors, advisers, and other personnel specialists.

With respect to those joint undertakings and common programs in which many religious organizations engage, the Coordinator will seek to harmonize the efforts of all. He will endeavor to help others establish and maintain conditions favorable to religious programs designed to aid interested students. This means that his ultimate objective will be to establish and maintain that type of campus setting in which the religious beliefs of individual students will be respected and in which students holding differing, and often conflicting, religious beliefs will develop the kind of tolerance of those differences which should characterize liberally educated men and women.

For those students who are not affiliated and who do not desire to affiliate with any presently organized religious program, the Coordinator will explore the possibilities of assisting in developing other types of programs concerned with individual adjustments and personal development—programs designed to help such students achieve sincere and rational insight into their own beliefs As is so clearly established in other fields of counseling, it will be the endeavor of all such programs to assist individual students to gain matured insight into their own basic needs and to develop adequate ways, both personal and social, of meeting these needs in the best tradition of a democratic society—that is, through intelligent and matured reasoning.

Finally, the objective of the Coordinator's efforts will not be to seek the least common denominator of the plethora of sincere religious beliefs held presently by students coming from a wide variety of differing denominational backgrounds. His task will be to encourage all campus religious groups to develop mutually cordial and sincere working relationships as a step toward the type of tolerance which should characterize an educational enterprise in a democracy. Thus mutual respect for differences in beliefs should spring from his many interdenominational endeavors. This respect and tolerance should develop in students a deeper insight into the unique contribution to the totality of our culture which is made by each of the diverse, and often conflicting, denominational movements. Such an experiment in intercultural living should be congenial to the mores of a university which has experienced for many decades the vigorous competition of many sincere but diverse attempts to understand man and his world.

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A Protestant Point of View

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THE oldest institutions of higher education in the United States had their origin in the various church groups who settled our nation Later, with the geographical frontiers being pushed westward, hundreds of sectarian institutions of higher learning were founded It was during this period of westward expansion that our tax-supported institutions came into being – largely because of the growth of dogmatic sectarianism The pioneers of American free education were trying to see beyond the valleys of sectarian education to mountain peaks for the development of a spiritual and ethical religion The pioneers did not plan for a separation of religion and education, but attempted to divorce education from the rampant sectarianism of their day

There was another force at work in our history which did divorce religion from higher education. This force we may call a new religious force in the nature of secularism, in which life was organized without reference to a Supreme Being and all reference and values that came from the Hebraic-Christian tradition were cast aside as outworn dogma Historically, there is no question as to the profound influence of the Hebraic-Christian tradition in the Western world and the culture that accrues therefrom. Religion continues to evidence itself in fundamental beliefs, in a mood of reverence, and in specifically religious observances. Yet under secularistic influences religion has lost significance for many areas of human activity. This expression of secularism is exemplified, not in a denial of religion, but in the denial of its relevance to the major activities of life. We will grant that there are also those on the current scene who now substitute as their philosophy of life an extreme secularism that rejects religion in all the historical forms in which it made its contribution to the Western world.

What is the origin of secularism and its relation to higher education? The later Middle Ages achieved a comprehensive Christian system of thought and life by bringing together into one, philosophy, theology, and individual and social ethics. There was a general recognition of common spiritual sanctions which covered all areas of human life. In other words, there was recognition of a spiritual unity that gave meaning to a common life. But as the Western world became fragmentized politically and religiously, we began to lose this spiritual unity

The splintering of this unity is shown, for example, in the divorcement of moral values from practices in the area of business, where "business for business" became an underlying philosophy Spiritual and moral values were excluded from the daily routine of living God, if He existed, was to be an "absentee God" and the maximum social good was to be found in the interplay of individual efforts Man became an automaton and thus was depersonalized The Hebraic-Christian tradition with its conception of the common source and spiritual equality of all men as children of God, the obligation to respect the supreme worth of persons and the wickedness of exploiting them, the sense of mercy, the meaning of redemptive love – all were cast aside by a secular order. Man became a slave in chains.

Modern man's scientific achievement of control of nature led to the artificial separation of the areas of life with no over-all sense of moral values by which man could frame a philosophy of life. This spirit also led to a dualism in modern educational philosophy whereby man was educated to make a living but was not educated to live in a complex society But civilized life is possible only for people at once disciplined and free. There is no doubt that we need the skill to earn a living, but we also need the skill to live in a community We need cultural and spiritual knowledge as well as technical training

We might define a university in simple terms as a community which devotes itself to the unremitting pursuit of the highest knowledge But the university today often excludes religion from the highest knowledge by making each department a separate groove in which a student is placed, with the result that his knowledge becomes specialized. The student puts on blinders, thereby getting the same effect as if he were in a rut as far as living in a community is concerned. E Stanley Jones has a phrase that is applicable to the student in this condition, Jones describes a "rut as a grave with both ends knocked out." Specialization enables the student to see only one small area of the world without cognizance of the fact that he is living in a world of relationships. There is no common purpose to cement his highest knowledge with that

of other areas of specialization. The student becomes educated, but educated for what?

More and more, students' minds are conditioned away from the compelling desire to "see life steadily and see it whole" The trend is toward an indefinitely continued suspension of judgment. There is many a professor of whom it might be said that "the consciousness of a single certainty would be an insupportable weight upon his mind" To a large extent questions of ultimate conviction are regarded as taboo, and as a result students in search of the highest knowledge are not even provided with materials by which value judgments can be made This has led to a disintegration of the basic function of the university guiding the community to an instructed wholeness that enables it to make value judgments There is a growing tendency in the mind of youth toward the renunciation of definite beliefs of any kind.

Is the human spirit capable of supporting such an attitude? Certain preconceptions of faith are ruled out, but this involves a preconception that preconceptions are inadmissible Since the preconception is thus self-contradictory, it can exist only in profession and never in actual practice.

These preconceptions of our modern day probably spring from the underlying dogma of belief in human progress One might think the trend would lead toward pessimism, but on the contrary, it has led to an optimism built on the presupposition that all is right on earth, even though God is not in His Heaven. The Christian outlook was not made for terrestrial progress, it was built on realism concerning human nature with a sense of the persistent perverseness of the heart of man.

The secularist believes that an increase of knowledge is the salvation of mankind, whereas the Christian believes in the remaking and changing of man himself According to the former belief the saving knowledge will come by way of the sciences. The assumption that there is no other kind of knowledge than the scientific cannot be either proved or disproved by starting from purely scientific premises, the attempt to do either would involve a circular argument. Science is one thing, but the elevation of science as the only source of human enlightenment is quite another – it is the dogma of modern secularism

Thus, what was once known as Christian orthodoxy is now supplanted by another orthodoxy, that of secularism. Dr. John Baillie of the University of Edinburgh recently wrote, "We may be able to escape totalitarianism in this country, but the tendency is inevitably toward an ever increasing measure of planning, and the more planned

our educational system is, the more must it come to be informed by a consciously held philosophy of life and of the world."

It is remarkable that during World War II and even before, the Christian forces were far more frequently found fighting in defense of freedom of thought than against it. Hitler found one section of the church squarely in his path when the university, the labor movement, and the press had succumbed. Hitler's propaganda agencies found that the seminary and the church were fighting for the love of truth when modern rationalism had struck its colors.

The necessity of confronting students of the modern university with religion makes the task of personnel workers even more difficult. There was a time when religion could be ignored, but the more enlightened workers now see the need for it in the integration of the whole personality of the student.

The church is trying to work hand-in-hand with the personnel workers at the University of Minnesota. The separation of religion from higher education led the several denominations first to place outstanding preachers in the churches located near the major tax-supported institutions of higher learning Special clubs for Sunday activities were formed, and large numbers of students attended Sunday worship and Bible classes. The churches near the University of Minnesota were reaching a small section of the students in this way. Then, as the local community changed from a residential area to a rooming-house area and the churches thus lost adult members and so became weaker financially (with the exception, perhaps, of the Roman Catholic and Lutheran churches), the major denominations began to place trained student workers nearer the campus to carry on a seven-day program of student activities rather than confining their efforts to one day a week. These trained student workers soon banded together into an organization known as the Minnesota Council of Religions. This organization and its workers were recognized by the president of the university and the Dean of Students as an organization aiding in the religious education of students at the university A further step was taken by the administration when a part-time coordinator of religious activities was appointed by the president of the university. This Y.M C A. secretary gave about one half his time to the work of coordinating the religious activities The Council of Religions and the coordinator worked closely with the Dean of Students. Through this relationship with the administration of the university it was possible to strengthen the foundations then at work and also to bring about a clear-cut administrative attitude and subsequent statements of policy concerning the place of religion in higher education

Further, the recognition of the Minnesota Council of Religions has aided the development of a number of all-university functions which place religion before students who would otherwise have no religious orientation. Religious Emphasis Week, Brotherhood Week, the Campus Chest, the World Day of Prayer for Students, and New Student Week are expressions of this development. The Council, working in close relationship with the Student Council of Religions, sponsors these events. The actual planning and carrying out of student religious activities on the campus rests in the hands of the student council. For the past three years, the two councils have published a Directory of Religious Organizations on the campus and sent the directory to new students as well as to interested religious and lay leaders throughout Minnesota

The development of a philosophy of co-curricular activities at the University of Minnesota has enabled the various religious groups to work in harmony at the student level. There is a basic recognition in this philosophy of the unique role of each religious group, instead of a search for a common denominator for religious life there has developed an awareness of fundamental differences which rather than dividing the groups tends to strengthen them

It is only as the student is a partner in creating and carrying through the more important aspects of the religious program that he and the community to which he returns will be profoundly influenced by the religious insights and imperatives at the heart of our faith. There may be other areas in which a cooperative search for truth exists, but in the area of religion there should be this cooperative effort on the curricular and co-curricular levels

This past year, through the efforts of friends of the university, it has been possible for the university to procure a full-time Coordinator of Religious Activities. This staff member is attached to the Office of the Dean of Students and becomes an ex officio member of the Minnesota Council of Religions as well as an adviser to the Student Council of Religions. This official recognition by the administration of the place of religion in the total life of the student is an influence on the religious development of students.

Putting the religious efforts of the churches and the university on a co-curricular basis is perhaps not the final answer to the integration of religion into student thinking and living. Only small numbers of students will be reached in this manner – from 10 to 12 per cent, according to estimates. This will not solve the problems of religion in a major university situated in a metropolitan center. The student workers of the several denominations are trying out various techniques – e.g week-

day classes in religion, Bible study groups, philosophy discussions, leadership training programs, and commuters' clubs. One of the problems that still remain to be solved is how the students who live at some distance and commute to the university can be integrated into the community life of the campus while they are still a part of the community to which they commute.

A further problem we face is the fact that hundreds of students come to the university with a fourth-grade knowledge of religion but with scholastic records that permit them to matriculate in an institution of higher learning. The university is constantly being attacked by some church groups who believe that students who go to the university lose their religion in its precincts. The true part of the accusation is that students often do lose their childish religious ideas when confronted with truth. The church must aid the students before they come and after they come to develop mature critical minds in order to make sound value judgments

The secularization of life as a whole in this nation is leading many of the more thoughtful leaders in higher education to advocate introducing religion into the university curriculum. This move is being carried out in England with the establishment of a Department of Theology in many of the universities, and a number of the state institutions in this country are now introducing a Department of Religion on a nonsectarian basis.

It is increasingly recognized that the study of religion is essential and that it is one major means of re-establishing religious faith among intellectuals The exact process for doing this is in the creative stage The importance of personnel workers cannot be overemphasized These men and women come into closer relationship with the students than the professors in the classrooms. Some campuses have individuals who are rather supercilious with respect to religion and provide an actual indoctrination against widely held religious convictions This is an insidious intrusion of doctrine, a violaton of the fundamental principle of religious liberty, and an abuse of academic freedom

A Jewish Point of View

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IN THIS paper I have attempted to divide the question at hand – the role of religious foundations in university life – into four parts (1) the role of religion in general on the university campus, (2) the place of the denomination, in my case Judaism, in university life, (3) the function of interdenominational religious work, and (4) religious counseling.

I confess that I approach religious work with the bias expressed by Ruth Strang in her excellent book, *Group Activities in College and Secondary Schools* – that "the religious aspects of adjustment are probably more fundamental than the educational, vocational or even social aspects in the narrow sense" C. B Jung, quoted by Miss Strang, once wrote· "Among all my patients in the second half of life, that is over 35, there has not been one whose problem in the last resort was not that of finding a religious outlook on life. It is safe to say that every one of them fell ill because he had lost that which the living religions of every age had given to their followers, and none of them has been really healed who did not regain his religious outlook" Thus it is my assumption that religion is not only an important and indispensable area of human experience but also the substratum of all living, since, as I look at it, religion is primarily a method of interpreting man, life, and their purpose in this world of ours

THE ROLE OF RELIGION IN GENERAL ON THE UNIVERSITY CAMPUS

What is the situation the ordinary religious adviser finds that makes him feel religion is such a compelling need on campus? The average student attending college is required to take or voluntarily takes certain elementary courses such as philosophy, sociology, psychology, and biology These courses of necessity and by right question fundamentals which have been accepted by most men, particularly religious men But very seldom do students continue to follow up these courses in their proper sequence. Thus at the end of four years at college, these students have been bewildered by many questions but have seldom received sufficient answers So many of these questions touch upon fundamentals of religion that the student's attitude toward faith becomes neutral if not negative.

Moreover, it seems to me that the approach of modern education is posited on the Socratean principle which equates knowledge and virtue. Give a person all the facts of a situation, is the presumption, and you can be sure that he will act virtuously. We find, therefore, that students in their schooling are presented with a great number of valuable facts and equipped with the most advanced skills and techniques But the educational system seems to make no attempt to furnish values for judgment or yardsticks for action directing the student toward goals for which facts must be utilized and skills put to work. The net result, in short, is that we give our students knowledge but not wisdom.

In addition, it is quite common to find a very serious religious lag in the student's composite of knowledge. While he has made tremendous advances in other areas of knowledge, understanding the physical and technological world about him with far greater depth and breadth than he did when he was a child, there has been little growth in his understanding or interpretation of religion. Very often the absence of any study of religion during his college life gives the student the impression, and a philosophy of life based on that impression, that religion does not play a vital role in his life. Thus by default the student becomes, not irreligious or anti-religious, but a-religious.

One other point. Young people, particularly those from out of town (though it is said that even in-towners while attending college are psychologically divorced from the communities in which they reside), who are religious feel the need of encouragement and strength in their religious convictions. Since the university is not a religious institution, it cannot, within its own academic structure, provide for this emotional need.

One of the most practical ways to deal with this situation (and I want to go on record as emphasizing that the Jewish group is very much concerned about safeguarding the American principle of separation of church and state, which is not, however, synonymous with the complete divorce of religion and its principles from the state) is through religious foundations set up autonomously by the respective religious groups with the encouragement of the university administration.

In the light of the problem presented, I should say that some of the aims of religion in general on campus are as follows

1. The religious leader on campus ought to be in a position to provide some of the answers to questions that are raised in the classroom regarding religion in general and the respective faith in particular.

2. The religions ought to teach the validity and importance of values in the life of the student and of man.
3. It is the aim of all the religious foundations to create a climate for the religious young person so that he may feel at home in his profession of religion.
4. Religious foundations are laboratories in which the individual may work out his religious faith and experience
5. The presence of religion on campus may help in emphasizing, particularly to the professional student, the need for restoring the sense of "profession" to his work, so that each man becomes, to quote our rabbis, "a co-worker in the act of creation" This sense of mission rather than sense of the job is a vital lack in the approach of many of our professional people.

THE PLACE OF THE DENOMINATION IN UNIVERSITY LIFE

I shall limit myself, of course, to my own faith, Judaism. Here, too, I am working on the premise, to quote our National Director, Rabbi Arthur J. Lelyveld, that "our Jewish heritage provides the materiel for our distinctive contribution to the total society" Religion in general and Judaism in particular did not and do not develop in human isolation but find their growth within the experience of a definite social group. Judaism thus is inextricably associated with the socio-historical experience of the Jewish people. Consequently, Judaism consists of more than beliefs, sentiments, or even values. These latter do constitute the spiritual aspects of its soul, but every soul must be housed within a body The body of Judaism is the institutions and laws of daily conduct and practice, and it is through their observance that spiritual aims are inculcated to produce the Jewish prototype of the religious man We are not a missionary faith, we direct our teachings to members of the Jewish group It is our hope, of course, that our non-Jewish friends through study and observation will learn to understand our religion.

Our specific function is premised on the formula expressed by Kilpatrick, though altered somewhat, that religion is taught, caught, and lived We teach Judaism by means of our general cultural program dealing with problems both specifically Jewish and general. Wherever possible we attempt to direct the light of Jewish experience upon these issues. We are eager through our instruction to get the Jewish student not only to know himself but also to be himself. Thus in striving for Jewish religious literacy in our students, we offer courses and discussions in "Modern Problems," "Bible Teachings in the Light of

the Modern Day," "Problems of Palestine," "The History of the Jew," "The Traditions of the Jew," and "The Jew in America"

Judaism, too, however, must be caught. The personal influence of the adviser must serve as a catalyst in stimulating and encouraging religious thought and interest among the students An attempt is made in our foundations to bring the student into personal contacts with locally and nationally prominent religious leaders in the hope that the contact may prove wholesomely "contagious." During our respective festival seasons, our foundations are decorated according to the proper motifs of the celebrations. We are therein hopeful that the student will carry over this festival spirit into his own home life.

But primarily, religion must be lived. Consequently Jewish religious holidays and festivals are celebrated in our foundations, worship services are arranged both for the Sabbath and the Holy Days In all of this the attempt is made to have this program of religion in life arranged, implemented, and directed by students. No matter what the personal position of the director, he is aware of the vital need to allow for experimentation on the part of the students. In addition, opportunities are presented to the Jewish student for sharing in the group effort on behalf of the tremendous welfare needs of our people

In the past a good deal of the potential for intelligent, educated leadership and participation in the Jewish community has been lost during the college years It is our feeling that students must not during their university life become isolationists from the larger community. Our particular foundation, therefore, serves as a bridge between the university campus and the adult Jewish constituency. We are thereby able to channel and train our young people for this vitally needed leadership Hillel also serves as the authoritative and representative voice for the Jewish people and for Judaism to the non-Jewish college constituency This prevents any individuals from giving the impression through their vocalness that they represent the total Jewish community or the historical Jewish position on any question.

THE FUNCTION OF INTERDENOMINATIONAL RELIGIOUS WORK

Our primary common cause is to establish the spiritual climate on campus. This has both a negative and a positive effect. The presence of the cooperative effort on campus serves to set up a dam against the spirit of irreligion and also tends to give strength and courage to the adherents of our respective groups Religiosity and irreligiosity are contagious in their effect, overflowing barriers of creed, culture, and racial origin. But of no less importance is the fact that we represent to the campus constituency the presence in our faiths of those uni-

versal elements without which we feel life grows meaningless. This representation also makes the campus a miniature laboratory for society as a whole. It is ours to prove the validity of religious pluralism, that people of different faiths can, will, and must work together if democracy is to function. It is true that we approach the campus separately, yet no less unitedly. What an important example of interfaith amity is offered just by the existence of working councils of religions on both the professional and student level, and by the councils' sponsorship of projects such as comparative religion courses and interfaith undertakings such as Brotherhood Week, Religious Emphasis Week, and similar joint efforts.

RELIGIOUS COUNSELING

The problem of counseling that I face arises out of the position of the Jewish people as a minority group. Not only are religious conflicts presented to me, but in greater number, problems of adjustment. The real existence of anti-Jewish feeling, projected so boldly by Nazism, and the propulsion of the Jewish problem upon the world agenda – both engender frustrations in the life of the Jewish student in which his religious affiliation plays a primary role. I must deal even with vocational problems, which are largely out of my province, because very often these vocational problems are the result of the existence of job restrictions and unfair employment practices toward our group. Counseling problems of a general nature I, of course, refer to the university, but since we are a people as well as a religious people, I must deal with problems arising from the former as well as the latter.

CONCLUSION

It is my own conviction that religion and religions have a most significant task before them, particularly with the college student who will become the molder of tomorrow's public opinion. Professor Joad once commented that "while we have learned to out-distance the eagle in flight and to swim faster under water than the fish and to out-run the deer on land, we have yet to learn to walk the earth as men." I believe that religion is certainly an effective agency in teaching man how to walk. The time is crucial, for we are now faced with a question we cannot beg: Shall the beginning of the atom mark the end of Adam?

A Catholic Point of View

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A CATHOLIC theoretically takes issue with the terms of the problem, "The Function of Religion in Education" He would admit, however, that practically religion must be implemented as a function in all phases of learning and life

Philosophy and *the objects of knowledge* are co-extensive to a Catholic. He defines philosophy as the "science of all things that can be known through the light of natural reason" An intellect works transitively It cannot just know, it must know something The object of knowledge is then divided, and the schema of all the divisions is known as philosophy It is a universality of knowledge. When arranged, the pattern of this division proceeds from the many-detailed divisions upward to the fewer divisions which are more certain—and ultimately to an apex of truth to which is given the term *God.* On the principle that "the perfections of the effect must be found in the cause," education is in itself a religious process because each new object presented to the intellect tells more of God and impels the will to the exercise of the natural virtue of religion It was, of course, from this manner of thinking that the term *university* was formed to designate the school with a comprehensive curriculum.

You will forgive me if the foregoing seems like a sermon; but, in the interests of accuracy, this thinking is what motivates Catholics to a definite, if adamant, stand on education and sometimes isolates them in that field Education becomes an exercise of religion.

What has been said is perhaps theoretical; but on the paradox that nothing is as practical as theory, it is well to understand the principle which allows without compromise a religious counselor to use religion as a function in education.

A secular college or university cannot be expected to be more than secular Therefore, we cannot expect in secular subject matter that which is the direct object of religious study. Indirectly we expect that there will be mention of it as religion historically or currently affects the matter of any other branch of study. In a well-ordered institution this will be done with care to safeguard the freedom of religion which each student and teacher may naturally enjoy Leaders in education, we may suppose, are committed to this attitude. The problem, however, is, Do students understand?

One of the strongest environmental factors in a student's life is the religious background he was nurtured in at home and at school during his formative years. In this background he has, we may expect, found a security. The danger in these times is that conflicts he finds in college may take away from him that security and offer him no substitute. At times these conflicts arise in the matter of his studies, sometimes in the presentation, but most often in the student's own failure to synthesize new concepts with those that have been part of his religious training. This religious training may have been inadequate. We make no brief against that possibility, but the religious counselor is concerned with such problems no matter what their cause.

Some of these religious conflicts (most I think) arise out of associations with fellow students. In any case, such problems have common root with all conflicts that make the job of any counselor necessary Young people enjoy making trips away from the securities they have known in order to enjoy the freedom which such daring affords. If the security be a religious one the ensuing conflict becomes the work of a religious counselor Or it should become so. But we know that the official counseling departments of the colleges get more than their share of these religious conflicts

Religious conflicts are becoming more and more a menace in student life as the world grows more unreligious This should be a concern to all — to the religious counselor because of the purpose of his presence at a school and to the general counselor because all conflicts must be his concern.

Psychologically the departure from religious security engenders the same anxieties in a student as the departure from any other security. fear, shame, excessive introspection, confusion, and even hysteria Help must be extended to the student in these problems as in all others.

From the positive point of view the religious counselor must be resourceful, he must satisfy the student in his search for motives of knowing and living He must help the student to love God and his fellow man. Consequently it is his job to devise programs that will satisfy the quest of students in this direction. When St. Paul counseled that we must "be all things to all men," he must have been thinking of religious counselors, though we can be reasonably certain that even he would fail to see the relation of spirituality to the juke box.

The counseling of Catholic students presents the need for a special understanding Catholic culture differs considerably from others. The Catholic student's church is authoritarian and has placed repressions on him that he often tries to escape Moreover, there is a mystical quality to Catholic thought which must be appreciated to understand his prob-

lems Very likely he has been taught since childhood to seek outward symbols of his faith. This taste of mysticism has become so much a part of him that a faith conflict leaves him with unwieldy symbols, which he can neither reject nor understand. Many times the Catholic background has been meagerly presented and the young person has not been exposed to anything more than the approach taken in teaching young children the most fundamental articles of their faith. Therefore the student finds himself ill equipped to resolve an intellectual problem for himself in matters of his faith He may seek to palliate his anxieties in cynicism, criticism or even ridicule, none of which retires his trouble completely.

It may interest counselors that many intellectual problems of Catholic students are really moral problems which run over into the intellect in search of an excuse At least this is true often enough to warrant a discreet inquiry. If such is found to be true, alleviation can be given

There is the danger with Catholic students, too, that some may try to be more Catholic than the church They may have a militancy in their faith which becomes excessive to the point of being a disturbance to others as well as to themselves These are in special need of counseling — maybe even discipline

Whatever be the need, it is a good bet that Catholic students will level off in their problems better by being led to rediscover the religious securities that were a part of them in their formative years. As a general rule, this is the probable therapeutic for students of all religions.

Interfaith work in counseling can be very effective First of all, if there is personal harmony among religious counselors themselves, the administration of any college or university is disposed toward cooperation with them without fear of further conflicts which vitiate any work that anyone may do Students are just as quick to notice harmony as they are to notice disharmony. Such harmony is entirely possible without compromise on the part of anyone. This condition is eminent on the campus of the University of Minnesota Furthermore, this harmony disposes each counselor to learn many times from the experience of others what can be done and what cannot be done in program work Corporate work on the part of all is possible.

There is one particular effort we have in common. Aside from the objective of trying to guide individual students, we have the general cause of religion in common. Since we have said we cannot expect secular schools to be anything but secular, it becomes our job to supplement the university in filling the religious needs of students. And

more It is our privilege and duty to keep religion in an important place on the campus since the administration cannot.

Students in college today hold in their grasp the fate of the next generation. Modern society tolerates religion, but it is our duty to see that society respects religion and feels the need for it Our common enemy is not anti-religion, but unreligion It would seem to us in religious counseling that ours is the most important work in the world because a civilization without God and without absolutes in truth and morality is too terrifying to think of It is in our power to stop this in the strategic positions we hold We must work together, and we need help We look to the administration of our colleges and to their counseling bureaus for this help, and we pledge our help to them.

Part XII

SOCIAL ADJUSTMENT THROUGH ACTIVITIES

Jabberwocky versus Maturity

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THE topic of this section is "Social Adjustment through Activities"; and if I were not something of a rebel, I should do what is expected of me and discuss one or more of the problems which under this caption interest personnel people. It happens, however, that I have a violent dislike for both of its nouns, and I feel so strongly about the need of smothering them that I'm going to talk chiefly about the words themselves and thereby attempt to clarify the ideas they represent. In brief, I'm going to have a whirl at a problem in the semantics of personnel work. I do this because of my conviction that personnel people must submit their so-glibly-used words to semantic analysis before they can develop the ideas and purposes behind them

I begin with a text from the Book of Job: "How forcible are right words!" Beside it I lay an epigram of Benjamin Disraeli's. "With words we govern men." Disraeli wrote this bit of political wisdom in 1832, that is, about ninety years before any of the women of the world attained to suffrage. If he were writing today, he would probably revise his statement to read· "With words we govern men and women —not to speak of children." To illustrate his point he could cite the millions of dollars that three words are today costing American women and their men folks—three words undoubtedly chosen and polished by the staff of an advertising agency These words are "The New Look." They illustrate what Thomas Mann has called "the magic vehicle of the word," a magic which often victimizes people and impoverishes both their purses and their minds.

Or consider the Russians' use of the word *democracy*. Stalin and his associates and lackeys have grabbed hold of this venerable word of the Western world and have manipulated it so effectively for their totali-

tarian purposes that we'll probably have to find a substitute for it Meanwhile Winston Churchill, perhaps the most gifted of word artists alive today, has pointedly exposed the communists' use of the word *reactionary* Speaking in Parliament just a year ago, he said: "An armed communist advances upon you and you react against him. Therefore you are a reactionary"

Recently the world has seen the Russians employ another ancient verbal trick· They have re-established what seems clearly to be the Comintern, but they euphemistically call it the "Cominform" This reminds one of the eighteenth-century strategem of the English macaronis who called their mistresses their "cousins" Of course we're not above playing the game of euphemism ourselves. In the fur trade they call the pelt of the skunk "Alaska Sable", and at Harvard, where since 1943 Radcliffe girls have been attending lectures and laboratories with Harvard juniors and seniors, they never use the dangerous word *co-education*, they prefer the term *joint education*

Hayakawa has defined a word as "the skin of a living thought" It's a good definition, especially because it leads so naturally into the remark that those gifted in the use of words have been the authors of the biggest skin games in history Recognizing this, the Royal Society upon its chartering in 1662 adopted as its motto the words "Nullius in Verba" – nothing through the use of words.

The exact sciences have not been able to do away with words, but certainly they have very substantially reduced the depredations of the verbalism which for so many centuries hindered their progress. We have done much less well in the social sciences, not only because we have fewer instruments of exact measurement but also because we use words carelessly We need to follow the examples of the natural sciences and of the engineering professions and set up committees on terminology Certainly we ought to do this in personnel work, and when we do, I hope that I may be asked to testify against these two sloppy words, *adjustment* and *activity*, or, to use the full term of the latter, *extracurricular activities*.

Before such a tribunal on terminology I'd start the case against the word *adjustment* by quoting the sentence which Lewis Carroll put into the mouth of Humpty Dumpty in *Alice through the Looking Glass* "You see," said Humpty Dumpty to Alice in explaining a word from "The Jabberwocky," "it's like a portmanteau – there are two meanings packed up in one word." The word *adjustment* is, in fact, worse than that It has many meanings packed into it, and in my judgment personnel people should not use it except with one clear meaning and one clear meaning only. Of that meaning in due course. First, it's

desirable to have a look at the history of the word and the concept it represents for psychologists and personnel people.

Herbert Spencer introduced it into psychological parlance in his *Principles of Biology*, published in 1864. There he gave his famous definition of life as "the continuous adjustment of internal to external relations." Psychological and educational writers by the hundreds have used this succinct definition and have accepted it as gospel Nonetheless, it seems to me we need to note three serious defects in it. In the first place, it's a mechanical metaphor and has the limitations both of a metaphor and of the mechanistic conception behind it. In the second place, its meaning is vague. In the third place, it postulates that one's internal life is always modified to fit external circumstances, and thus it ignores the essence of civilization, which is the modification of the external world to satisfy men's internal tastes and purposes.

Spencer's metaphor insidiously inclines one to believe that people's lives may be "adjusted" as one adjusts the volume of a radio amplifier or as an osteopath adjusts a vertebra. Give a student some psychological tests to discover his capacities, subject him to some interviewing – directive or non-directive, it makes no difference – and then "adjust" him or help him to "adjust" himself Now, of course, when he uses the word *adjustment* and its derivatives, no well-trained psychologist or personnel worker means anything like this, but the majority of people engaged in personnel work aren't well trained, and I've known not a few of them who think of adjustment in these mechanistic terms For this reason alone the word ought to be used gingerly if at all

In the opening pages of his *Principles of Psychology*, published in 1890, William James gave attention to the second count against the concept of adjustment. He described it as "vagueness incarnate." Yet, said he, it had done "real service of a rough sort in psychology" because "at a certain stage in the development of every science a degree of vagueness is what best consists with fertility." James wrote these words almost sixty years ago, and one can properly ask whether or not it isn't time to move out of that "certain stage" in which "a degree of vagueness" helps a new enterprise to get established. By continuing to use the word and the concept of adjustment, do we not by that very fact admit to our many critics and enemies that psychology and personnel work are still infants – in Shakespeare's words, still "mewling and puking in the nurse's arms"?

The third count against *adjustment* is even stronger than the first two When people accept Spencer's view and adjust internal to external relations, they are complacently accepting nature and society as they find them and fatalistically condoning the ravages of the elements

and the plunderings and injustices of their fellows. Adjustmentism equals standpatism, status quoism. It leads to ossification, to the hardening of the intellectual and moral arteries, and to social conformity if not decay In her well-known book, *Coming of Age in Samoa*, Margaret Mead reports that life is so easy in Samoa that low-grade morons get on fairly well, but that, on the other hand, Samoans have a very small range of individualization and variation They are "adjusted," but they stand almost stock-still culturally. John Dewey has made the same observation about the Plains Indians of the United States. The Indians, he remarks, accept the status quo of nature and do little if anything about it. Then:

> A civilized people enters upon the scene It also adapts itself It introduces irrigation, it searches the world for plants and animals that will flourish under such conditions, it improves, by careful selection, those which are growing there. As a consequence, the wilderness blossoms as a rose. The savage is merely habituated; the civilized man has habits which transform the environment

Dewey uses the word *adjustment* — but in quotation marks to indicate that along with William James he has doubts about its continuing desirability. He points out that in growing cultures the effective people do not adjust to the environment but, instead, adjust the environment to themselves.

Most people who write about adjustment, of course, accept the Dewey rather than the Spencer conception, but they ignore Dewey's reservations and drop the quotation marks which he employs when using the word. This means that they have arrived at a definition which seems so acceptable to them that the word representing it does not need to be handled delicately. By *adjustment* they mean not a state but a process, a process continuing endlessly As Ruth Strang puts it, "Adjustment is a process, not a state . . . adjustment is continuous throughout life."

Of course she's right, but this emphasis upon process leads one to wonder what utility there is in using *adjustment* to denote this never-ending business of rearranging the external world to our purposes and revising our purposes when the odds against them prove too great? If "adjustment" goes on and on without ceasing as long as we live, then it can never be attained; and if it can never be attained and, indeed, never should be attained permanently, it seems the part of wisdom to employ words which denote what we are trying to do rather than words which connote a mechanical and temporary rectification of some current imbalance. *Adjustment* can properly be used to mean

rectification, but why stress rectification? Why not, instead, accent what the rectification is for.

And what *is* it for? What are student personnel people trying to do when they talk about adjustment? I submit that they are trying to help students to grow up, to become mature adults. The purpose of "adjustment" is therefore the maturation of the subjects of personnel work. Few, I think, will disagree with this description of the aim of personnel work. Habit, however, will make many cling to the use of this doubtful word. If they make it clear beyond question, however, that by *adjustment* they mean helping students to maturity, the word has some limited utility. Yet it purports so many undesirable things that it would be better to drop it entirely.

Humpty Dumpty said testily to Alice: "When *I* use a word, it means just what I choose it to mean—neither more nor less." This bravado didn't, however, make Alice accept his definition of the word *glory* as "a nice knock-down argument." Nor will the definition of the word *adjustment* as a continuous process toward some unnamed goal rid it of its unhappy and undesirable meanings. I'm therefore hoping that it will disappear from personnel work and that we'll use words which emphasize the goal of our endeavors.

That goal is to help college students to become mature human beings, and a mature human being is a person who is above all else integrated, who has made his peace with the stubborn facts of nature (including his own personal limitations) and with the laws of men, but who has chosen some focus of integration for his life—some coign of vantage which will lead him to seek greater control over nature and some improvement in the relationships of humans. The essence of maturity is the finding of such a focal integration, and the job of personnel people is not to "adjust" students to the world around them but to assist them in discovering their points of integration.

Mature or integrated people are not "adjusted" people. They are people who are intelligently about the work of ordering life and harmonizing it on an ever higher scale of human excellence. They are not conformists, they are reconstructionists. They are not namby-pambies, and they don't mind getting crossed up with other people if thereby they help further the knowledge which leads to understanding and cooperation. I mention this matter of getting crossed up with other people because a few months ago I heard the president of a great university penalize a friend of mine because he had criticized some of the theories of the president in question. The criticisms were expressed maturely and in good will, but that made no difference. The mature

person, however, isn't a "yes man" He doesn't "adjust" to obvious error

Earlier I observed that the word *adjustment* can properly be used if it has "one clear meaning and one clear meaning only." I suggest that that one clear meaning is this "Life is not so much a matter of the adjustment of problems but one of *adjustment to having problems*" To be mature is to know, and not to balk at the knowledge, that every day brings its problems, that many of them cannot be resolved happily if at all, that—in short—there isn't any Santa Claus or any Aladdin's lamp. If we must continue to use *adjustment*, let it be in the sense so aptly expressed in the words I have just quoted from the writings of that peer of child psychiatrists, the late and grievously missed James S. Plant

I have spent so much time on the word *adjustment* that I have little time left to discuss the word *activities*, that other of my verbal aversions that I've cited But it can be disposed of rapidly. Obviously it's an invidious word. It implies that the curriculum of colleges and universities does not require activity, that education is a passive enterprise It must be admitted that much of the time it is, but through our vocabulary we should not condone passivity and the bad curricular and instructional methods that encourage students in it or that force it upon them Toward this end we should drop the word *activities* and the term *extracurricular activities*

The substitute for them lies readily at hand. It's *extracurriculum*, a single word which does the work of the three it should replace and which, at the same time, eliminates the invidiousness in the word *activities*. We should talk about the curriculum and the extracurriculum, distinguishing one from the other in terms of the credit given for the former toward graduation and the absence of such credit for the latter

The minor change in vocabulary which I here propose will, I strongly believe, do two things for personnel people First, it will help them to avoid the antagonism which the word *activities* stirs up in not a few college teachers Second, it will confirm personnel workers in their sometimes neglected conviction that they are charged with responsibility for the management and development of a division of academic life which the American people judge to be tremendously important and which has such great potentialities for the socializing of college men and women The extracurriculum, in short, is an invaluable agency for the promotion of student maturation and integration

If I had not gone off into an adventure into semantics which has taken up the major portion of the space allotted me, I should develop

at some length the last sentence I have just read. "The extracurriculum is an invaluable agency for the promotion of student maturation and integration." With this generalization I'm sure that all in this audience will be in accord The questions we face, then, are those relating to the cultivation and ripening of the extracurricular garden Everyone knows that it abounds in weeds and that it doesn't bring forth as many kinds of flowers of high enough quality as it could and should Our problem might therefore be called one of personnel agronomy or, more broadly conceived, of student ecology.

Toward the development of student ecology I make two recommendations First, that we study student life over a longer time range than we do at present, and second, that we seek to understand students sociologically as well as psychologically.

Because of the mania for immediacy which limits the thinking of most personnel people, we know little of student life except during the present period of its long history, and that little we conceive of too superficially. Formally organized higher education has been in existence in the Western world for at least twenty-three and a third centuries, and although it has not been continuous in the same institutions during all that time, somewhere in the Mediterranean basin it has always flourished. From this protracted history we have much to learn, and I give two examples.

We are today experiencing what is considered to be a phenomenal increase in student registrations It *is* phenomenal, but it has happened twice before during the history of organized Western higher education: once in the fourth century before Christ in Athens and once in the thirteenth and fourteenth centuries in Christian Europe The youths of ancient Athens flocked to the schools of philosophy established by Isocrates, Plato, Aristotle, Epicurus, and others because their world was falling apart and they craved help in trying to learn what to do about it. They gathered about the sophists and philosophers literally in droves to find answers to their insistent and troubled questions The students of the Middle Ages likewise swarmed to Bologna, Paris, Oxford, and their counterparts – but for just the opposite reason: They lived in an age of rebirth, an age of an enormous upsurge of human energy, and they went to the universities to learn how to be effective participants in it.

Do the hordes of students who now invade American colleges and universities come for the Athenian or for the medieval reason? I confess that I don't know, but I believe that whatever the answer, we have much to learn by seeing student life over the broad sweep of the

centuries rather than, as we usually do, over a span of a few years or decades

My second illustration is also historical, but it, too, is eminently practical Since 1900 the number of college graduates entering government employment has multiplied about five and a half times, in comparison with a doubling of the number of graduates going into business Over six times as many go into business today as into government, but at the beginning of the century eighteen times as many chose business Why the change? What does it prognosticate for the future?

The answer, I believe, is to be found in the past, specifically in the eighteenth century, when no college graduates to speak of chose business careers and from two to three times as many Harvard graduates chose governmental service as entered the law That seems a surprising, if not unbelievable, situation, but the reason is easily discoverable The eighteenth century lived under the economic and political philosophy of mercantilism, a philosophy that led to the domination of business and other social institutions by government. Growing up in such a society and seeking to be important members of it, more college graduates naturally entered government service than entered either law or business. When Adam Smith's book, *The Wealth of Nations*, and other events killed mercantilism and gave business its head, college graduates of course changed their career directions and sought the positions of power and affluence which business could give them Since 1900, however, government has more and more been restricting business and gathering more power to itself. Seeing this change of power sources, larger numbers of college graduates are today choosing careers in government. In brief, we are witnessing history repeat itself, and thus we could probably learn something by analyzing the vocational choices of present-day college graduates in comparison with those of their predecessors of the eighteenth and nineteenth centuries.

You may think this second illustration a bit far-fetched as an argument for studying student life, but I don't think it is In a book that should be on the shelf of every personnel worker—*Alma Mater* by Henry Seidel Canby, published in 1936—Mr. Canby describes the Yale he knew as an undergraduate in the eighteen nineties, and therein he leaves no doubt that both the kind and quality of Yale student life during that era took their coloring almost entirely from the surrounding world Yale students knew that they would soon be engaged in the strenuous competitive life of American free enterprise, and so they organized Yale life as a microcosmic imitation of and

preparation for that competition. In short, the campus imitated the adult world So it was then, and so it is now.

These illustrations veer directly into the suggestion I've made that personnel people ought to study students sociologically as well as psychologically. I imagine that Professor Sutherland, being an eminent sociologist, will in the paper to follow tell you soundly what I but vaguely glimpse. Fifteen years ago Professor Willard Waller of Columbia and I did a bit of exploring of the problem of student mores, and in addition to three or four pieces of writing that I did, we jointly published a paper entitled "A Study of Student Life." Other interests diverted us both from going farther along a road which we barely entered but which we both considered to be promising, and we hoped that someone else would drive down its whole length. As far as I have been able to discover, no one has, and someone should. In my judgment personnel people have at least as much to learn from sociology as from psychology. Indeed, I doubt that we can unfold the full potentials of personnel work until we make sociology serve us as effectively as we have psychology.

Briefly to summarize: I have taken the liberty to edit the planning committee's language and to give the reasons for changing the topic of this section from "Social Adjustment through Activities" to "Social Maturation through the Extracurriculum." I have also suggested that through the historical assessment of student life and through the development of personnel sociology, extracurricular maturation may be signally furthered.

Some Aspects of the Culture of a Campus

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SOCIAL and psychological scientists cling to their stereotypes almost as tenaciously as the nonspecialist in human relations, but college personnel work, an adolescent among the disciplines, bears a less heavy load of accepted notions than its more complacent elders. Credit for this mood of self-criticism goes in large measure to the University of Minnesota, whose support of research has created an inquiring atmosphere for the field as a whole

A CULTURE OF DICHOTOMIES

The transition from folklore to science has been made less successfully, however, in one phase of personnel work, the "activities program" The jargon in this area belies that the concept, "We are now living in one world," applies to campuses and to students Instead, dichotomies prevail curricular and extracurricular, classwork and student life, dean of the college and dean of students, academic adviser and social adviser, leadership and followership,* the campus and the community, practice living and preparing for life

Curricular and extracurricular Such a separation implies that the student's "social development" (as though all of his development were not social) occurs after class hours and apart from the main business of the college.† Sitting hour after hour, listening, note-taking, examination-writing are activities ill adapted to youth's own creative impulse Adding an "activities adviser" for the "social development" of students acknowledges that the large teaching staff and the huge budget which the classroom activities represent do not serve well the college's principal objective of developing new personalities

Town and gown dichotomy "Campus and community" is a second dichotomy which serves poorly the student's need for social experience Following the victory celebration, the "town fathers" demand of the dean that student leaders be disciplined for tearing down signposts, blocking traffic, and crashing the theater. It never occurs to these municipal fathers to invite students of political science to sit on planning committees of government, to report in person their research findings about the recreational needs of their community, or to form student-employer committees to examine the educational significance of the part-time jobs students hold Students, regardless of their age, are still thought of by professor and citizen alike as a group set apart, preparing for life, but doing only play-living now. ‡

Dichotomies in democracy. A third dichotomy cuts across the culture of both campus and community It concerns the gap between political and psychological democracy Industry takes the first step to close the gap when it practices "consultative management," establishes conciliation boards, and at least talks of economic democracy and social satisfactions on the job Elton Mayo in his *Social Problems of an In-*

* For a contrast between older views and the newer socio-psychological conceptions of democracy and group life see (1)

† For a summary of the way in which colleges have considered the student program as "extracurricular" see (4) For an indication that students' activities are at long last being considered a part of their total educational experience see (2)

‡ For case illustrations of the way in which high school education is becoming integrated with community living see (6).

dustrial Civilization (5) has made a notable contribution toward this trend

Oddly enough, the college, which is often criticized for advocating drastic change, actually lags behind industry in modifying its hierarchies of authority. As Cassidy and Kozman express the matter "So much of school practice is autocratic that the youth learns in turn to be autocratic, never does he learn from such a method to be self-directing" (3).

CULTURE AND HUMAN DEVELOPMENT

Not surprising is the fact that many college graduates, technically trained and well informed, interact poorly as democratic members of a work group or of a family or of a community. The following case illustrations are all of top-flight persons who would rate at the highest quartile of any psychological test commonly used, yet as democratic group members they are sociological defectives.

Case one is of a person holding a high position in one of our universities. Any morale study would reveal his ineptness for working with his staff He excels in research and writing books but fails as a team member in cooperative planning, as a friend and leader of students, and as a consultant to community groups. The college culture from which he came did not stress these skills – just the opposite It taught him the importance, not of working with, but of winning out over others His adjustment was to the superior professor, not to his fellow students. And now he speaks only to still higher deities – his research director and publisher.

The second case is of an engineer who also was graduated with high honors. Today his associates admire his technical ability but transfer to another department! He is friendly, hard-working, emotionally stable, intellectually brilliant. His one limitation is that he cannot share responsibility. Psychologically he loves authority over large plans and small details He dreads seeing even his subpoints delegated to another This trait reflects well what he was taught in college. Because of his superiority, instructors gave him more and more individual responsibility but never asked him or taught him to share honor and work with others. The greatest violator was the faculty adviser to the college annual. When this student was elected editor, the adviser was delighted because he knew no supervision would be required. Now as an engineer this person is still doing the job himself, asking his associates to hand him a pencil or a blueprint but not an idea. As a student he could not, and as an engineer he still cannot, share responsibility.

The third case is of a person in human relations work. He is smug

about his professional skills and jargon and has a right to be, but his effeminate manner, his superior air, and his prissiness irritate his immediate associates and are points of humor among his more remote faculty colleagues.

Research studies of Merle Bonney, Carl Rogers, and Hedley Dimock show that at various age levels approximately one fourth of all children are ill adjusted to their own age group, though they may be in close rapport with parents, teachers, and other adults of superior status whose approval they enjoy. The academic culture of a college conspires to increase, not mitigate, this problem Much of personnel work accentuates this influence by stressing a specialized set of traits and leaving unexplored the skills needed in a psychological democracy.

IMPLICATIONS FOR ADMINISTRATION

The dichotomies of campus culture can be overcome only if the college as a whole sees the problem. Personnel departments have too often been called upon, on the one hand, to help the student adjust to an arbitrary, academic culture, and, on the other hand, to build a substitute compensatory culture in the area of student activities.

Top administration needs to understand that a student is already a person—not merely a candidate for living. Everything he does is a student activity, even his contemplative thought and his essay writing He is living in one world, his experience is continuous How could colleges begin to act on these premises?

1. Whoever heads student personnel work should be a member of the top administrative council of the college, consulted on problems ranging from classroom and dormitory design to curriculum.

2. Cultural-psychological research should be done. These studies would reveal the effect upon human growth and social development of the existing group arrangements, traditions, residence living, instruction, employment, techniques of exclusion, rejection, and acceptance—in brief, the effects of the culture-impact upon the new student

3 Special research should examine the democratic as compared with the autocratic cultural influences of the campus. What provision is made for the student to experience and be trained in the skills of group interaction? How does he learn to work with different personality types within a group, and how does he acquire skill in working with different types of cultural and racial groups? How does he learn the meaning of interaction, group consensus, the role of the expert, and the ingredients of democratic social action?

4. If these research studies reveal inconsistencies and gaps in the campus culture, planning and change are indicated. A personnel worker

and his college may make faster progress by creating new cultural opportunities for students than by adjusting injured personalities Sociology and cultural anthropology should be called upon to make their contribution to personnel work as psychology has so well done

5. In this research and in these plans for improvement, students should share the fun with faculty members of creating something new. This process will itself help bring about the desired result.

ADDENDUM

This paper was colored by the subject of the section, "Social Adjustment through Activities." Its approach was also influenced by the general topic of the symposium. student personnel work. With no such limitations, quite a different paper could be written based upon the sociologist's and anthropologist's methods of analyzing community life. The following paragraphs represent an attempt to block out what would be involved in this more inclusive type of research and writing regarding the college community.

In such a study ecology would play its part Colleges and universities are variously located in relation to the zones of a community — compare, for example, the extremes of downtown New York University and Stanford or Kenyon The ecological setting of a campus affects residence group relations, student-community relations, student employment, and many other aspects.

Population studies would play their part. The pyramid profile of a college community would show an askewed triangle. This abnormality has many implications that would help explain the behavior of students, even their alleged "radicalism." The origin of college populations (rural-urban, social class status, etc) would also have implications.

Cultural history would be taken into account. The life of the individual is vastly different on a campus whose established traditions weigh heavily upon the new student than in an upstart college whose business is to teach classes and little more.

Such a study would also include an over-all sociological analysis of the primary and secondary groups; of the interrelatedness and separateness of the entire social organization of the college, and of the varying roles played by administrators, faculty, alumni, students, and townspeople.

Communities in Samoa have been analyzed with great anthropological and sociological care. Modern industrial cities like "Yankee Town" have had their every human relationship scrutinized painstakingly. Oddly, the college, where many sociological researchers reside, has escaped a similar taking apart and putting together again. This un-

timely neglect should be remedied, both for the worth of such study to the whole field of community research and for its value to educators who may wish to plan changes in what has grown up without plan

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Part XIII

PERSONNEL PROBLEMS OF WOMEN

Problems in Counseling Women

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THE college years always represent a period of accelerated progress and a telescoping of previous rates of growth The half-decade of adolescence has its own characteristic misdirections, frustrations, and disillusionments, to say nothing of irresponsibilities and impertinences Youth is in the process of establishing independence of family. He is working out his relationships with the opposite sex. He is deciding on and preparing for his career. And with more or less conscious effort he is fusing his varied assortment of values into a usable system and his conglomeration of personality traits into a smoothly functioning whole.

These things are equally characteristic of both sexes, but there is a differential impact of the college campus on men and women. Counselors who are responsible for putting their students in rapport with their environment, both present and future, need to be aware of what is happening in the world so that they can pick up their cues the more expertly.

SEX DIFFERENCES

In considering the special problems encountered in counseling women, our first question is, How do women differ from men? Although there is no lack of differences if we select at random any one man and any one woman, it is more difficult to divine strong and important differences that are significant for the sexes as a whole (2, chapters 14 and 15) Physical differences in size and shape are obvious, but the more important differences of endurance and vitality are questionable. It is difficult to find reliable differences in amount and variability in intelligence, in achievement, however, there are very consistent differences, with girls excelling in verbal ability, in memory, and in certain curriculum areas corresponding to their interests.

Various tests bring out certain differences or similarities in personality which are probably more related to the nature and technique of the testing procedure than to the two sexes. Men are said to give highest values to things economic, political, and theoretical, women to the aesthetic, social, and religious. The feminine are more interested in domestic affairs, aesthetic objects, sedentary and indoor occupations, and ministrative occupations, particularly with the young, helpless, and distressed The masculine have more self-assertion, aggressiveness, hardihood, fearlessness, and roughness of manners, language, and sentiments. The feminine are more compassionate and sympathetic, timid, fastidious, aesthetically sensitive, probably more emotional, and the severer moralists.

The more important investigators (19) emphasize the role of cultural factors in establishing these differences, and show that the masculinity-femininity index is related to the amount of education, to occupation, and to the domestic milieu (e.g. deprivation of one parent and number and sex of siblings) In summary, it is difficult to discern any fundamental differences in the abilities of men and women (even though masculinity and femininity can be more accurately defined than formerly) because the issue is always confused by differences in opportunity. *Women are closest to the pattern for men in abilities, farther apart in interests, and farthest apart in opportunity*

MEN AND WOMEN IN SOCIETY

Life Patterns

Since it is the social expectancy which is so very different for men and for women, it will be necessary to analyze at some length the roles of men and of women in society, and to describe and differentiate their life patterns.

The role expected of man is much more clear-cut and well defined than the role — or better, the various roles — expected of woman. Woman must be prepared to alternate between at least two roles, her business or professional or citizenship career, and her life as a homemaker. Her life pattern will include several well-defined periods, when the time and emphasis will shift from inside to outside the home. A typical adult life pattern for the upper middle class woman might include first a business or professional period, then a family period of perhaps ten or fifteen or even twenty years, during which she may or may not be able to keep up her professional contacts or build her bridges into the world of civic and economic responsibility; and finally a period relatively free from family duties and from financial strain

during which some of her best creative or organizational activities may occur.

These life patterns of modern women of the upper middle class have changed quite definitely from those of even fifty years ago. The family period – child bearing and rearing – has been shortened very perceptibly with our lowered birth rate and the cutting off of the third and fourth children (14). Women live longer and enjoy better health, and their housekeeping routines – cleaning, cooking, canning, sewing – have been shortened and lightened. These changes become effective especially in the third period, making it possible and even necessary for a woman to find some worthwhile activity outside the home during the years of her later maturity.

One prophet (7, p. 624) in a burst of simplicity has gone so far as to make some predictions as follows. Population replacements demand that each woman have 2 6 children. This might require actually from three to six years of her time. But since women have about five more years than men in their average life span, this biological function can be taken care of with little or no loss to a woman's business or professional or civic career.

Technological advances and urbanization in the past century have brought about larger changes in the life patterns of women than in those for men, therefore women more than men feel the conflict between these advancing forces and the slower moving mores and ideologies

Advances in the field of clothing, grooming, and personal services have greatly enhanced woman's attractiveness. Such heroines of fiction and fact as Amber, Scarlett O'Hara, Anna Karenina, and Lillian Russell created problems for themselves because they were beautiful. Beauty was an unusual trait in their day, making them stand out from the masses of lesser, unhistorical women who had no beauty and therefore no problems of interest to the tellers of tales. In 1847 the average woman of forty was dowdy and provincial in her dress She had no permanent wave and no silk stockings, and she had a large family whose constant needs kept her close at home Today the woman of forty is slim, fashionably dressed, and well groomed, as attractive as the heroines of fiction, and she therefore encounters some of their problems. As she moves about in her car, she meets a large circle of men who also show the effects of technological improvements. Unfortunately, she also meets the same old mores – the Christian ethic, the Victorian code – all very little changed from the time of her grandmother. Obviously she needs help.

Differing Social Pressures

Neither men nor women can be conceived of merely as human beings free and self-determined according to their inner needs and stresses Man is a social being as well as a human being, and his personality is a social as well as a psychological construct, growing out of the many roles he plays and the status he enjoys We could not, of course, claim that this social milieu is more important for women than for men, or more effective, or even more oppressive, or more unfavorable We could be persuaded to believe, however, that it does give to men a greater amount of freedom in several respects.

1. *Sex behavior and social standards.* A women is not quite as free an agent, not equally in control of the situation, in regard to choosing a mate She is forced into the more passive role, which gives her a feeling of greater helplessness, a feeling on which she may or may not be able to capitalize If a woman is unsuccessful in the art of attracting the attention of men, she has no opportunity to use many of the other skills and knowledge with which she may be richly endowed (7, p 560). Men in the more active role can always do something about such a situation and avoid the ensuing frustration Women, forced into more devious methods of approach, suffer more readily from maladjustments

Especially in the field of sex and marriage behavior, social pressures such as the double standard, woman's greater need to acquire and maintain social prestige, and her larger share in child training have thrust upon her the greater responsibilities for maintaining high standards

Most of us are well aware that "the present state of our love and sex mores is chaotic, inconsistent and transitory" (7, p 563). "The most accurate picture of current attitudes would be in terms of ambivalence and conflict" (17). One writer reports that there is nothing really strong enough and firm enough to warrant the term *conflict* There is, especially on the college campus, just an ooze, with everybody worming around in it. Most of us have likewise noted the decline in the efficacy of religious sanctions and the effect of the increasing availability of contraceptives There is also to be observed in these troubled and complex times an increasing need for personal intimacy, for escape in terms of "whatever happens at least we have each other" – even though this solution represents merely an exchange of one set of compulsions for another, and often proves, no matter how satisfying and consoling, no real substitute for these other needs (17).

As other arguments for sex behavior become less cogent, sex and morals educators are forced to rely increasingly on the idea that ex-

clusiveness beautifies and ennobles intimacy. The very intensification of these uplifted expectations of monogamous bliss call for substitute satisfactions (6, p 722) Our culture continues to emphasize "youth and beauty" as the only love stimulants, although we might do better to develop a higher valuation of woman's personality, intellect, and health.

What can women be sure of in our culture? Acquisitiveness, competitiveness, emphasis on feminine sexual attractiveness, socio-political irresponsibility, and the cult of success (9, p 321). On these values she must build her own, her husband's, and her daughter's social position, buttressing them with whatever attitudes, prejudices, and sentiments she can lay her hands on

In summary, social pressures and technological advances are creating new problems for women, social expectations are misleading her, and the techniques for building new values and teaching them to her are inadequate.

2. *Economic limitations.* Women are, to say the least, less free than men in regard to their professional or business or civic careers The economic limitations for woman, following Folsom's analysis, are these· (a) she receives lower pay for the same work; (b) positions requiring greater skill and authority are closed to her in favor of men, (c) her geographic location and socio-economic status are dependent on her husband, and (d) housekeeping (her fundamental occupation) offers no regular pay and gives no prestige

The fact that women are paid less for the same work than men, especially in the professions and white collar jobs, is too obvious to argue. Except for a few areas where equality prevails, professional women earn about a thousand dollars less annually than men in a parallel position. Some women feel that this gives them an advantage in the hiring market, without which they could not compete even as well as they do. There is also some justification for the differential—not, as many would like to think, because woman has less financial responsibility and does not need the money (15, p. 41), but because she is a less permanent worker. She may leave her work to have a child, or her husband may move his household to another part of the country

The more important economic limitation is the prejudice which the woman professional or business or civic worker finds barring her advancement to better paid positions with more authority and responsibility. Sometimes the limiting policy is stated quite openly and frankly. More often it is concealed under the guise of sentiment and chivalry. Various forms of propaganda are used to disguise this prejudice, such as evading the issue by talking all around it, and especially emphasizing

the achievements of outstanding women. For example, it has recently been pointed out that executive appointments in the national government have included even a member of the president's cabinet and that two women have served as ambassadors or ministers. No mention is made of the ratio of women to men in such appointments.

How deeply this prejudice is imbedded in our thinking appears in Allport's explanation for the superiority of women in interpreting attitudes He says a woman learns the skill because ". . . her success depends upon the attitudes of people toward her. It is important for her to know, for example, whether her male associates in business have an antagonistic, jocular, patronizing, or fairminded point of view regarding her presence in their profession" (1, p. 517). What man labors under this added handicap in his business or professional dealings?

The whole ideology of the "success story," and the emphasis given to the more glamorous careers by the smart women's magazines has a vicious effect on the morale of young women workers "In our present culture she must have a source of prestige in the form of a career if she is to be well thought of She must work, and the more her work is a career preceded by specialized education and yielding great monetary rewards, the greater will be her prestige" (5, p 118).

This confusion in motivations, this unrealistic attitude is the more damaging because the career ideology has already declined with men. "No longer are boys brought up on the Alger and Henty books, which suggest that any boy can become President and that only the right attitude is necessary to insure a steady rise from office boy to general manager" (7, p 617) Women must learn that vocational life is unpredictable and subject to many forces outside our personal control Sociologists have given us most careful analyses of these factors in our culture, and neither women nor their counselors can afford to ignore them.

Another discouraging factor in the status of the professional woman is the defection among her own kind, the lack of solidarity within her own ranks. Every contented housewife, every pretty little secretary or schoolteacher who works a few years before marriage, even if they can be aroused to an awareness of the situation, are on the man's side of the argument. Women, especially young college women, need a longer perspective as well as a more objective analysis of their status in society and their personal and emotional needs It has been suggested that the emancipation of women is really a part of the long emergence from feudal society, in which men were driven from the home at an earlier stage by the growth of capitalism but in which women have lagged behind (3, p. 15).

WOMEN ON THE CAMPUS

How can this complex societal background which we have sketched be related to the problems of women on the campus?

First, let us remember that on the college campus woman's environment is most nearly the equal of man's. She takes the same courses, and in the intellectual realm her successes are welcomed and encouraged by her teachers. She is a vital part of the social life, and conditions favorable to her participation in extracurricular activities are usually arranged for her Her college situation is therefore peculiarly misleading to her, which means that her counselors must take special pains to devise and apply the necessary correction or prediction formulas so that her later disillusionment will be, not a bitter one, but as good humored as it can possibly be made.

Both her formal academic training and her informal training through day-to-day campus life introduce the college woman to a pattern of living which will show a cruel discrepancy with actual life experience The concentration of the upper middle class and especially the age structure on the campus are both abnormal There is a parasitic existence in a sort of socio-political vacuum (9, p. 326). All the adolescent enthusiasms and irresponsibilities are reinforced in daily contact and are at the same time unrestrained by the social controls that result from closer contact with older ages, family life, business, and civic obligations. Added to this is the present confusion in the minds of both men and women because of the tempo and the radical nature of current economic, psychological, political, and social changes.

Vocational Problems

The *central* problem for the young college woman of today is the difficulty of choosing and preparing for the ambiguous life pattern described above, especially of fitting the role of homemaker into all the other roles she wants to play in her life. She is uncertain as to whether she will even have the opportunity to play the role of homemaker; whether her husband's economic status will be high or low; whether the family period in her life pattern will be a long one, keeping her closely at home, or a short one with plenty of leisure in which to experiment Fortunately for her present peace of mind the later and perhaps more devastating conflicts do not immediately unfold themselves before her. She cannot yet imagine that the heavy costs in time, energy, and money of freeing her personality from the soporific of homemaking may be more than she can ever afford to pay, or that she may have to fight for the privilege of using her talents to build a better social and economic world.

The old problem of *career or marriage* has become, at least in the minds of the girls, the new problem of *career and marriage*. It is no longer an either-or dilemma; it is merely a question of assigning the proper emphasis to achieve the nicest balance between the two interests The marriage rates for college graduates no longer lag so much behind the rates for other women of comparable age and status, and college girls now frankly admit, 99 per cent of them, that they would prefer to marry if they can. At the same time they crave the independence that goes with earning power, and they dread the thought of inactivity after the exhilaration of campus life

This does not make vocational and educational counseling easy. Freshman women and other women students will exhibit a strong resistance to preparation for any role except the professional or business career. This is partly because the role of earner is the only one a woman can be sure of, the only one she feels is within her control, and partly because her mother has convinced her that homemaking skills and knowledge can be "just picked up somehow" She will probably resist also the exclusively women's vocations in which she has the best chances for advancement and material success, because they have no prestige value, or because she knows, without Mr. Popenoe's warning, about the certain "occupational segregation" (18) that will lower her chances of finding her future husband through her business contacts

The process of working through with a freshman girl the problems involved in choosing a vocation and preparing for any one of the various life patterns which she may try to arrange for herself involves continuous and specialized effort not only her academic program but also her extracurricular activities and her group living can be organized to make invaluable contributions to this phase of her development

Personal Problems

Fortunately the freshman will talk quite frankly and has a good deal of insight into her problem of career and life pattern She is equally harassed—but not so able either to formulate her problem or to ask for help—in her daily routine of keeping herself socially afloat in the campus marriage market. The counselor who works with women will soon learn to shift the fulcrum and achieve a better balance between personal and vocational needs. For this reason, with women it is more difficult to divide the functions of educational and personal counseling between two sets of counselors in two different departments The best means of entry into the uncertain area of personal problems is often through the well-traveled paths of vocational problems.

Personal counseling becomes largely sex and social behavior coun-

seling, because "for most persons, the dominant motive of college attendance is the desire to rise to a higher social class Behind this we see the ideology of American life, the projection of parents' ambitions upon children" (20, p. 727). The college freshman never heard of Mr. Popenoe's mating gradient, "the widespread (and praiseworthy) tendency of women to marry above their own level and of men to want to marry below," but she has, nevertheless, exactly the same idea in mind. "In the absence of help from the curriculum, she has had to get her education on marriage from the other great educational agencies of the present day" (18, p 739) the movies, the women's magazines, the radio, the advertisements. She has strange ideas and strong feelings, very little organization, and some surprising resistances.

In this area the counselor, in order to be successful, needs to understand the social milieu of the campus, the hierarchy of the various groups and organizations, and the social complex of "rating and dating." He should know the functions and techniques of courtship as described by the sociologists (20), as well as from the more naive points of view of the students and their parents How much of college dating is a "sort of dalliance relationship, largely dominated by the quest of a thrill, and regarded as an amusement and a release of organic tensions"? Under what conditions and for how long will a date bureau flourish and who will reap the advantages and suffer the disadvantages? When shall he use Moreno's technique (16) for analyzing a group of persons in terms of attractions and repulsions among individuals?

Women students will spend a substantial portion of their time discussing among themselves these personal and romantic problems. The counselor who can introduce perspective and objectivity into these discussions needs a strategic position from which to work as well as special knowledge and perfected techniques. College freshmen can learn much from the discussion of such questions as these How many persons of the opposite sex have you known well enough to pass judgment on whether they would be a fit marriage partner? How does the progress of your campus love affair differ from the typical charts? How many ways can you use to enhance your attractiveness for a man other than the use of your body? They will be glad to know about the research studies which show that college men and women have an average of approximately 2.2 campus love affairs, of which about 70 per cent are broken off (10, 11). They will give openminded attention to the advice. "Young women should take into account the age differential in marriage and cultivate the acquaintance of men a few years older than themselves" (18).

A Special Curriculum for Women?

There are many who feel that a special curriculum or a core curriculum for women, or the establishment of a women's college within each university, is the next important step in the solving of women's problems But these earnest well-wishers fail to pay enough attention to two major factors (1) the wide range in abilities, interests, and cultural backgrounds of women students, which makes any one curriculum or even a core curriculum as ridiculous as one curriculum would be for men, and (2) the tremendous and admirable energy and dynamic force in the modern woman, which, in combination with technological advances, gives her the leisure and the verve to play two roles—which, in fact, probably makes it necessary for her to play two, or any additional number of roles it pleases her to undertake (13)

The determining factors in a curriculum for women are. (1) The educational requirements of the field of study itself, which are given most weight in the academic world and without which the field cannot be mastered. (2) The requirements of society, for higher education is inevitably concerned with the critical problems of the day and all hands, including women's, are needed for the job of solving them. The special skills and interests and point of view of women are essential and should be used to best advantage equally with men's (3) The special needs which grow out of the life patterns of women, whether their home life and family relationships are absorbing and continuous or of incidental interest, or intensive but concentrated in a certain period of years.

The range of women's interests is as large as men's, although there is no overlapping throughout the whole of these ranges Therefore, women's needs are best met through a broad framework, not merely the elective system, but a whole range of college and university programs, liberal, general, pre-professional, and applied arts and sciences. The emphasis in any one institution should be keyed to the demands of its student body and the proportions of various kinds of students of all ages, sexes, and classes which are to be found in it Women should then have the best possible advice in choosing their courses, but so also should men. Some women should be advised to take courses in homemaking, and some men should be urged to take courses in family relationships. Volunteer community service should be an extracurricular activity for both men and women

The inclusion of nutrition, applied economics, and child care as a core curriculum for women has been advocated for practical reasons the inadequate preparation for meeting life's daily problems without

these emphases, on a scientific basis, namely, women's different biological structure and function, and more recently on a psychoanalytic claim that woman finds satisfaction only in filling her role as wife and mother and that conflict follows any attempt to change it into a career or intellectual life. These arguments distort the problem by making it seem the woman's only, they ignore the possibility that the husbands (that is society, "the man's world") may be equally at fault. Besides, there is no evidence that any certain courses or curriculums would be effective in correcting this or any other of our educational faults.

Extracurricular Activities

Sex differences in interests and values are apparent in the extracurricular activities which women plan for themselves and in their attitudes toward these activities. They are more self-conscious about them and plan them with much more thoughtfulness and in a more democratic spirit. Fewer women see these activities as a means to climbing the campus success ladder which leads to future employment advantages. More of them seek the opportunity for both personal development and campus service. This situation does not obtain because of any innate highmindedness of women, again it is the obvious result of circumstances and social pressures.

Both historically and currently the "double standard" has made it necessary to regulate campus life for women more than for men Because of society's insistence on getting the girls into their residences early at night and on regulating the hours when their halls and their parties should be open to men, supervision becomes a vital part of women's campus life. Supervisors, whether they are called chaperones or housemothers or wardens or deans or counselors or personnel workers, have always been aware that these social regulations (in contrast to the business or academic regulations) can be effective only with full student participation in making and supporting them. Therefore, the fundamental assignment of any counselor who works with women is the building of morale high enough to contain this particular problem.

High morale and effective student governments are especially characteristic of the women's colleges. Long traditions of responsibility and success and high selection of student bodies have furnished the undergirding; and there is a continuous process of buttressing, including careful curriculum adjustments, more attention to the teaching process, a more elaborate religious program, and the use of counselors experienced in women's problems The honor system in examinations and even in social regulations is a commonplace in women's colleges, and is practically 100 per cent successful, a phenomenon which men find it

difficult to believe, because it is almost if not quite impossible to achieve on the coeducational campus.

Other Personnel Functions

In similar fashion it is obvious that any single function of campus personnel services—housing and group living, discipline, finances, government, leadership, and social programs—is different in certain aspects for men and women. Woman has much more to lose than man under disciplinary action, because social position and prestige are so much more important in her life. The bad manners or behavior deviations of a man will be dwarfed and overshadowed by his business successes, but a woman's little inadequacies are sometimes the only things by which she can be remembered

Woman's social prestige often suffers when she engages in certain types of part-time campus employment. She cannot so easily rationalize her work as employment experience She is also a poorer risk for loans because of her lower salaries, shorter working period, and restricted opportunity for work Because she must at all costs maintain her respectability, her standard of living must be higher, which means higher living costs.

Conformity and acceptability in dress and grooming have become almost a fetish on the college campus and are more difficult to achieve for women than for men No single item in the maintaining of appearance is as easy for women as for men. Choosing, designing, fitting, cleaning, and repairing of clothing and caring for and camouflaging the skin, figure, and hair make tremendous inroads on the time and energy of women students.

Home ties are stronger for women students, and parental attitudes and prejudices are harder to shake off (17) Parents are at the same time more in evidence, and more deeply embarrassing when off-standard in manners or behavior.

More women than men read the current popular magazines with their misleading ideologies and their dishonest advertisements More women than men attend the movies and listen to the radio to absorb their romantic infantilism. Women will, therefore, offer more resistance to the objective and realistic point of view so necessary to the solution of the current problems of the social order.

The leadership which women must develop is different from the leadership qualities appropriate for men. To be sure, they must learn the techniques of the men in order to be able to deal with them, but in so far as a woman's own leadership may be exercised among other women, it must be based on different personal qualities and different

interests to meet the different social forces. A woman's leadership, or perhaps we should call it a certain kind of "followership," for dealing with men must also be of a special kind She can never assume that men will have acquired her point of view, and she must learn to teach it to them with patience and good humor while she indulges them by pretending to learn their patterns of ideas and behavior, which she already knows. "We will ask these men to meet with us," offered one college adviser in a moment of crisis, "and ask them what they think about the situation, which will probably be the best way for us to tell them what we think."

The naiveté of women in dealing with the techniques of "leadership" exercised by men is, of course, very patent both on the campus and in the economic and political arenas. Here especially it would be important for the college woman to acquaint herself with the history of women's groups and their accomplishments so that the gains already made can be evaluated and the losses appreciated.

Another function in which the personnel division sometimes plays a part is the interpreting of the college to its constituency. More than this, the institution sometimes feels an obligation to introduce a better perspective, or to disseminate information necessary and important for a progressive social or economic program. Without knowledge of and insight into women's problems, which under present conditions men have no adequate means of acquiring, mistakes will be made and opportunities for leadership in women's work will be missed when women are not given a voice in administrative councils. Few men understand the nature and hierarchy of women's clubs and professional organizations or can differentiate among those which are progressive and realistic and those which are anachronistic and reactionary. In this respect the leadership shown by some of the women's colleges is in sharp contrast to the failures of the coeducational schools in serving, not the interests, but the best interests of women.

CONCLUSION

According to the popular press the frustrations of women seem to be, if not increasing, at least claiming more attention in recent decades. At least we have no books entitled *Modern Man, The Lost Sex* (12), *Men After Forty* (4), or *Men After College* (8). Up to this time the correctives are being applied in terms of a more elaborate understanding ing of woman's emotional and physiological nature in addition to manipulations of her education. It might seem more feasible to attempt manipulation of the social forces in her situation, since they are now in a fair way to being understood. If women have more frustrations

than men, it might be logical to explain them in terms of the factors in which women are most different from men, namely, in their social expectancies and their life patterns

Because of these still greatly different life patterns, women students must be helped toward greater insight into the psychological and social forces which lie behind them An important factor in building these insights is the knowledge of the history of women and the perspective gained by differentiating her nature and her problems from those of men and projecting them against the background of society as a whole. Are men interested in this field, the history and status of women? Will men develop it and introduce its study into the curriculums of both men and women? Is not the denial of its importance by men one of the techniques by which they cheat women of the opportunity to solve their problems and eliminate their frustrations? Does not the failure to include women as active and competent (that is, equal) participants in planning and administering the curriculum and personnel work insulate the men from their most useful source of information in this area?

The student personnel point of view in education declares that it is the task of the colleges to assist the student in developing to the limits of his potentialities and in making his contribution to the betterment of society. It puts emphasis, in brief, upon the development of the student as a person rather than on his intellectual training alone It seeks to train the student *as a whole*. Or is it merely the man as a whole? Or is it perhaps the student, man or woman, as a psychological but not a social whole?

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Personnel Administration in Relation to Problems of Women

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WHEN Dean Williamson asked me to contribute a paper on this topic, he said, "We do not wish to neglect women students as we personnel workers are so prone to do. I sometimes feel that most of our personnel concepts and techniques have a 'mannish' flavor and neglect the special problems of women. Perhaps we can achieve a little more of a balance in this matter without neglecting either point of view" The inclusion of this section has stimulated me to put down some of my thinking on the subject, which has been developing for some time.

Because, in a book written in 1928 (5) and in another published in 1938 (6), I advocated a unified department of personnel work, I have periodically been labored with by groups of university women and of business and professional women as well as by women engaged in

student personnel work in colleges and universities. Occasionally during this time women student government officers also have told me of their dissatisfaction with the unified organization of personnel work that existed on their campuses.

Whether these women student leaders were inspired to their feelings of dissatisfaction and were advised to direct some of their complaints to me, I do not know. It has become increasingly clear to me, however, that there is a strong and well-organized protest in several women's groups who do not at all like the organization of personnel work that has, for the most part, been developing recently in our universities.

In my own defense I should like to review some of the logic that lay back of my former conclusion that the department of personnel in a college or university should be unified; that this could be done most satisfactorily, and that a program of personnel work would gain most recognition if it was headed up by one person

Until the early 1920s personnel work on the campuses of our colleges and universities was the responsibility of a dean of women and a dean of men. This bifurcation principle seemed to work out fairly satisfactorily in the first two decades of the century In the second decade the measurement movement got under way, World War I greatly stimulated the development of tests, and American psychologists began to see vast professional possibilities in a quantitative approach to the analysis of individuals. The second decade also saw the rise of vocational guidance, social case work, mental hygiene, and human engineering in industry

The 1920s and 1930s saw the colleges overrun with an increasing number of specialists, each with his own kit of tools and highly developed theories Directors of admission, highly trained in tests and statistics, went to work to attract, to test, and to sift, in an attempt to secure for their respective colleges a satisfactory number of those students fitted to profit from the college offering and to exclude all others In several institutions, in fact, the testing bureau was named "the personnel bureau," an effort was made to have all counseling center in this bureau, and testing in these institutions was made the heart, or at least the center, of the personnel program

With the growing strength of the vocational guidance movement, vocational guidance experts and job placement specialists took firm hold of our campuses. One can cite colleges and universities, as a matter of fact, where the placement officer still is known as *the* personnel director.

Mental hygiene had its loyal supporters, too, during the twenties and the thirties. We were impressed with the statistics that showed one

out of at least every twenty adults spending some time in a hospital for the mentally ill Alert colleges began to take on specialists in mental hygiene — psychologists, psychiatrists, and general counselors — to cope with the 5 per cent or more who showed definite signs of maladjustment.

One could continue to describe the way in which, during the twenties and thirties, specialists in various functions were added to the staffs of colleges. As each of these specialists was added, he tended to set about his specialization with great vigor. Each tended, quite naturally, to beat whatever drums he could; to wish "to report directly to the president", to desire a larger budget each year, the better to carry on and expand his valuable work, to feel, without knowing or having any way of knowing about other specializations, that his own contribution was probably the most valuable of all, that his specialization and he who practiced it most merited support.

From the late twenties until the late thirties we had a laissez-faire period in the development and administration of personnel services It has been experimentally determined that the characteristics of a laissez-faire situation are these free floating activity, individualism, indifference to others, impersonality, no sense of responsibility to others, buck-passing, scapegoating, irritability and contention, unrest and disorganization (3, 4, 1). The behavior of those involved in personnel work under conditions of laissez faire evidenced, quite uncomfortably for all concerned, the characteristics that social scientists have found always develop in laissez-faire situations

With bifurcation in terms of a dean of men and a dean of women overlaid with a planless proliferation, chaos was threatening. College presidents were thoroughly annoyed and faculty members were becoming more and more hostile to anything that called itself personnel work. As the new specialists were introduced on college campuses, it became more and more clear that the principle of bifurcation could not be followed out. A few, but only a very few, coeducational institutions have a director of admissions for women students and a director of admissions for men students. A testing bureau can as well serve women as men Financial aid and placement and most of the other personnel services can as well serve men as women students Any values of bifurcation that might earlier have been evident now seemed to be quite invalidated

In the midst of this kind of a situation, desperate college presidents took their courage in hand and appointed, as had been advocated, one person to bring some order out of the chaos that had developed. This action is entirely understandable, it would seem to me. We have re-

peatedly seen the same kind of development in a country that had become chaotic and disorganized, with the various elements warring against one another

So much by way of defense of my former stand During the past ten years I have followed as closely as I could several situations in which this plan of unified organization has been operative. Briefly, for diplomatic reasons, I present a few case studies illustrating what has been happening.

At University A a president, harassed by the many personnel specialists he had brought onto the campus, finally decided to obtain some peace of mind by importing a "really good administrator to pull the personnel program into shape." The administrator, formerly a high-ranking army officer, went about his job according to the best "scientific management" principles While he was still in the process of working out a program, however, the able dean of women left to take a position outside of education (at a salary almost double), and the dean of men accepted a college presidency elsewhere. The "coordinator" has replaced them both but with people less able. Unfortunately the coordinator knows more about scientific management principles than he does about the behavior of older adolescents and their quaint ways of life in college. His new "counselors," as they are now called, present him with many perplexing situations which he, because he is "responsible," is expected to tell them how to handle The situation is not going well In desperation the coordinator is becoming more and more autocratic and one sees developing the phenomena of social relationships and individual behavior that are characteristic of an authoritarian group atmosphere.

At University B the deans of men and women used to keep the president closely informed as to the achievements and problems of students, both as individuals and as groups. The president liked knowing intimately what went on on his campus. He could then more wisely support or discourage proposals that ultimately needed his action A few years ago the president retired. His successor, attempting to operate in line with sound management principles, has installed executive assistants to help him with the smooth running of his office. A coordinator of the personnel program has been brought in who reports to one of the executive assistants. The titles of dean of men and dean of women have been changed to "counselor." The counselors have various assistants who work closely with students The counselor of men and the counselor of women, who as deans used to be able to keep their president informed of every important problem of student life, must now report to a coordinator who reports to an executive

assistant who reports to the president It's a long way up that pipeline from student to president

On the other hand, orders come down the pipeline with dispatch, but it is fairly useless to question an order on any of the levels because one's immediate superior probably merely transmitted the order from someone still higher up

Candid reports in the student paper at University B are tending to center blame for conditions students do not like on the coordinator. After all, it was understood when he was appointed that he was to be responsible for the total personnel program. But he has been so busy trying to coordinate the staff, to keep the lines of communication open from level to level in the steep hierarchy, that he has only the faintest conception of what goes on among the students themselves. By virtue of his status in the hierarchy, he is fairly remote from the day-by-day life of the students

In contrast with A and B, University C almost ten years ago decided to promote from its group of personnel workers a man whose fine personal qualities and administrative abilities were well known to everyone on the staff. He was given a title that indicated he was to be the coordinator of personnel services From the outset the dean of women, the dean of men, the admissions officer, the placement officer, the psychologist in charge of the testing program, the health officers – all the personnel workers – were delighted to work with him But, as this coordinator told me recently, they were all such high class personnel people that they recognized they could not accomplish their individual purposes without working together every day – almost every hour – in a myriad of ways. Coordination inhered, not in the coordinator, but in the workers themselves.

The various workers at University C were all very courteous in trying to keep the coordinator informed of what was going on, and they all seemed to appreciate talking their problems out with him whenever there was time, still he recognized that he himself was growing away from student problems, that he knew them more and more only from secondhand accounts. He felt this weakness especially when he attempted to represent student needs in the Council of Deans, on which he sat as the sole representative of the personnel program

He would not have had less capable people working directly with the students, but he yearned to get back himself into immediate contact with students and their life This man has recently taken on one of the personnel jobs left vacant by the death of one of the staff and serves now as chairman of a council of the personnel workers In addition

to the restructuring of his own relationships, which now again bring him into close contact with students, his relationships with the other staff members have been restructured. Instead of their reporting to him, as they have done punctiliously hitherto, they now sit down all together at regular intervals to work out as a group desirable next steps and to find answers for their knottiest problems. Furthermore, on his recommendation, the dean of women and the dean of men have been added to the Council of Deans.

These case studies of institutions could be considerably extended. A few examples might be included of fairly small colleges which have tried the hierarchical and one-head idea On the whole, however, few of the smaller institutions have been tempted to copy this pattern of operation from the larger institutions Conditions of competing specialization and disorganization have rarely become so extreme on small campuses as to tempt them to set up elaborate organization charts In the few cases where colleges have tried to imitate their larger neighbors, the beautiful pyramids of staff have soon collapsed in a natural and wholesome reversion to more closely knit horizontal relationships

The idea of a chain of command can be very appealing. The advantages of clear definition of function and delineation of responsibility have been pointed out repeatedly Specialization undeniably can make a contribution Coordination and direction of a program are essential to the success of that program But now I question whether the pattern of hierarchical, one-head organization is the most effective in accomplishing the ultimate purposes of the personnel program in terms of students' lives.

These, as I now see them, are the weaknesses of the hierarchical, one-head type of organization:

1. The "head" tends to be too remote from students, to lose his or her touch with students
2. Thus the most highly paid individual, theoretically the person best prepared professionally, is wasted on administrative detail, on developing job descriptions, details of coordination, myriad individual staff conferences, and the like, instead of being able to give a good deal of time to the counseling and group life of students
3. When the "head" loses his own intimate knowledge of current student life and problems, he loses his only real authority, the power to draw the attention of faculty and administration to the purposes and contributions of personnel work.
4. In industry, where the end purpose is the production and assembling of small material parts, it is not important that the best talent

be kept in close touch with those parts, this is important, however, where the purpose is the best development of each student as an indivisible and total person

5 Even though a "head" may wish not to be autocratic in his or her methods, he is likely to fall back on authoritarian, autocratic methods of administration if by lack of training or from remoteness he should come to feel less adequate than those working more closely with students.

6. It is more difficult in colleges and universities than in industry to develop and impose a plan into which staff must fit "or else", for, with the traditions of tenure in colleges, the "or else" is sometimes hard to bring about.

7. The idea that people with (or without) tenure can be coerced by authority into cooperating with each other if they do not understand each other and do not agree on common purposes is often a hope but not a fact

8. Communication under hierarchical conditions is likely, at best, to be only two-way. And multiple communication is much more to be desired than two-way communication.

9 Organismic philosophy and psychology deny the idea that coordination is something external that succeeds in making elements operate in harmony; true coordination (of everything but mechanical elements) comes about only by efforts of the elements themselves to operate together harmoniously

For some time I did not, I confess, share the concern, or perhaps I could accurately say the resentment, of various groups of university women and of business and professional women over the fact that women personnel officers were being eliminated from executive councils and policy-making positions in colleges and campuses. As I view it now, I was more interested in organizational structure and in seeing some order come out of the chaos that had developed Within the past two years, however, I have visited three campuses where former men students of mine are serving in personnel programs that are headed up by able women. In the sense of humiliation and frustration that these young men have expressed to me, not only for themselves but also for the men students in their institutions, I have come to see that there are important principles at stake in personnel work other than merely working out a neat and tidy organizational plan

On December 10, 1946, in the *New York Times* I came across an account of an interesting case on which the Supreme Court had just handed down a decision

A mail-fraud indictment against Edna W. Ballard and her son, Donald, two leaders of the "I Am" religious cult was invalidated today by the Supreme Court because women were excluded from the jury.

Justice William O. Douglas, writing the majority opinion, said that failure to include either men or women in the jury may make that body less representative of the community "than would be true if an economic or racial group were excluded" He said it was conceded that women were not included in the panels of either the grand or petit jury in the southern California district where the indictment was issued and the Ballards tried

"Who would claim," he asked, "that a jury was truly representative of the community if all men were intentionally and systematically excluded from the panel? The truth is that the two sexes are not fungible"

Legally, the definition of "fungible" is "a thing of a class or kind such that one individual or part may be used in place of any other individual or equal part in satisfaction of an obligation." Mr Douglas held that "a flavor, a distinct quality is lost if either sex is excluded."

In another case, reported in the *New York Times* of August 15, 1947, from Waterloo, New York, a second degree forgery indictment against a woman was dismissed on the grounds that there had been "systematic exclusion" of women from Seneca County's grand jury

Perhaps there is in these two cases a principle which should be carefully considered as we attempt to make our personnel programs in their organizational structure and functioning serve most effectively the interests of women as well as of men students

Any widower with a family of children is smart, in my opinion, to marry again as soon as he decently can in order to provide his children with the mother they so much need. Any woman left a widow with a family of growing boys and girls would also, in my opinion, be wise to find a father for them as soon as possible But, to return for a moment to the problem of bifurcation, the widower would not want a mother merely for his girls, she would also be of invaluable service to the boys and would prove a wise counselor for them often, if she is as successful as the children's father would like to have her be Similarly, the father a fortunate widow would find for her children would, if successful, be a fine influence in the lives of her daughters as well as of her sons Perhaps it would be better, instead of going back to the titles of "dean of women" and "dean of men," to use the title "dean of students" for both the man and woman deans

This does not, however, provide for the condition of anarchy which the idea of one head was designed to solve I believe, in the example of University C, cited earlier, we have the clue to a more democratic and

representative type of administration of personnel services. There is little of vertical hierarchy in this type of organization. Multiple communication among the members of the program is encouraged and planning is shared. It is characterized by self-directed behavior within a cooperatively developed organization. It brings about a sense of responsibility to the whole group rather than to a person. In interdependence, which is recognized under this scheme of organization, each worker grows in many ways in his understanding.

It may also be of interest in this connection to take a look at a brilliant experimental study carried out ten years ago by Kurt Lewin and his students at the University of Iowa (2). They set up social situations which were, consecutively, laissez faire, autocratic, and democratic in character. These were some of their quantitative findings:

(1) Expressions of hostility were about thirty times as high in the autocratic groups as in the democratic groups.

(2) Tension, reflected in the total volume of social interaction, was about 55 per cent greater in the autocratic group.

(3) The autocratic group showed more dominative and less objective behavior, particularly in relation to out-groups where it was 102 per cent greater than in the democratic groups.

(4) Much of the aggression in the autocratic group was directed against two successive scapegoats; none of it was directed against the autocratic leader.

(5) The democratic group showed 47 per cent more feeling of "we-ness" as expressed in language and test situations, the autocratic group 27 per cent more feeling of "I-ness."

(6) Along with this the democratic group showed cooperative endeavor, more often cooperation was offered or asked for, and there were many more occurrences of praise and friendly feelings.

(7) There was more expression of an objective, matter-of-fact attitude in the democratic group as against more personal feelings in the autocratic group, many more constructive suggestions were offered in democracy and there was more give-and-take of objective criticism without personal involvement.

(8) The constructiveness was higher in the democratic group as shown in the superiority of the group products. In test periods when the experimenter left the room, typically the constructiveness of work in the autocratic group fell down very quickly, whereas in the democratic situation work went on with very little change.

(9) Feeling for group property and group goals was much better developed in the democratic group.

It is time now, it seems to me, to develop new and more democratic patterns of personnel work. This pattern would be characterized by

cooperative planning rather than by superimposed directions It would be characterized by integrative rather than dominative relationships It might well be that the chairmanship of the personnel council that would be set up would rotate among several persons or alternate between two individuals on the council. It would involve participation of students to a greater degree in the consideration of planning for and direction of the personnel program It would provide for the representation of both men and women students by having both the woman dean of students and the man dean of students regularly represented in the general administrative councils of the university. It would necessitate the sublimation of individualistic, competitive, status, and power drives to larger, professional group purposes

It may seem that this paper does not directly concern itself with the topic assigned In my opinion there are no special problems of women that do not also concern men. It is in this sense that I have dealt with special problems of women as consisting of some of the fundamental challenges confronting personnel work today.

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Part XIV

TESTING AND THE CURRICULUM

Accreditation by Means of Tests

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THE educators of this country adhere to the principle that the best way to raise the educational level of the masses of people is through formal schooling. They realize that their responsibility is to minister to the educational needs of the people so that each generation of Americans will be prepared to cope with the problems that arise in their society and thereby create a better country and world in which to live.

Ever since early colonial days the American people have recognized the necessity and the advantages of systematic education and have lent their assistance throughout the years to the establishment of educational institutions either at public or private expense for the purpose of educating those who chose to attend school In addition, the people have placed laws on the statute books requiring attendance at school until a minimum age has been reached.

With the financial and legal support provided by the people, educators have proceeded to evolve educational standards and requirements which would lead to the recognition of successful accomplishment at specified levels—namely, elementary school graduation, secondary school graduation, and the awarding of baccalaureate degrees The educational achievement the individual attained while in school was measured or evaluated in terms of units, credits, semester hours, or something similar, and when a certain number of such credits had been accumulated, the individual was rewarded with the presentation of a credential This procedure has endured throughout the years with apparent success for those who were able to take full advantage of the educational opportunities afforded them.

Prior to World War II there was a feeling among leaders in education that the responsibility of educational institutions to the people of this country should extend to those who were not fortunate enough to attend school and earn a credential Business, industry, and government civil service had established for many types of occupations a requirement that applicants be high school graduates Admission to our colleges and universities was based upon the successful accumulation of a specified number of units of credit earned through regular school attendance Secondary school officials had generally accepted college admission requirements as the basis for organizing their curriculum and issuing credentials The growing concern of educators was directed toward those who did not or could not complete the required number of units of credit through regular high school attendance and thus were, for the most part, deprived of many vocational and educational opportunities.

The United States Census Report of 1940 added further impetus to the conviction that the educational needs of all the people were not being served The census revealed that only 27 per cent of our population twenty years of age or over had completed high school, while 73 per cent of our population twenty years of age or over had completed eleven years of schooling or less The census figures indicated that forty-eight million people in this country had never attended high school.

These data presented a grim picture. If such a large proportion of our people have failed to take advantage of the educational opportunities offered to them, the responsibility for that failure cannot be attributed solely to our educational system. The facts indicated clearly, however, that educators must accept the responsibility for deciding what should be done so that this majority of our population might have access to greater vocational and educational opportunities It was obviously impossible under traditional procedures to bring back more than a fraction of this group to the classroom to complete in the conventional manner the required number of units for vocational, further educational, or graduation purposes

There appeared to be one means available that could constitute a first step in the solution of this problem and at the same time withstand the criticisms of those who were concerned with traditional procedure That step involved the use of standardized tests designed to measure the educational growth which individuals had achieved in ways other than through formal schooling. Evaluation or accreditation by means of tests disregards the method by which an education may have been attained. It is concerned with how much education has

been attained The validity of accreditation by means of tests had to be established in order to secure recognition by school and college authorities Under normal circumstances such a radical change in traditional accrediting practices would have required years of patient research and effort. Since war periods stimulate both research and change, such was not to be the case.

With the outbreak of war, the Armed Forces, working in conjunction with a civilian educational advisory committee and with the assistance of the American Council on Education, established the United States Armed Forces Institute at Madison, Wisconsin The educational opportunities which USAFI offered to members of the Armed Forces are well known During off-duty time, servicemen were provided with a great variety of correspondence courses, self-teaching textbooks, and group study classes Courses were offered from the elementary school level to the upper division college level in all fields of learning.

The Examination Staff of USAFI, composed entirely of civilian educators, prepared end-of-course tests to measure the individual's progress in these courses Examinations in various subject fields were constructed and standardized for the purpose of accrediting the achievement of the individual serviceman or servicewoman in a particular subject field. The construction and standardization of tests of this character involved techniques and instruments generally recognized and accepted as valid for accrediting purposes. The construction of an instrument to measure comprehensively the general outcomes and concepts of formal schooling presented a new challenge For the purpose of measuring the educational maturity of servicemen, the Examination Staff of USAFI constructed and standardized the now well-known battery called the Tests of General Educational Development

In order that there might be a single agency within the services to present the educational achievements of servicemen to schools and colleges, the Advisory Committee of USAFI established a Central Clearing Agency of Accreditation This agency was assigned the function of reporting to civilian institutions a complete outline of the individual's educational achievements while in service a record of his military education, his off-duty educational achievements, and the results of any tests he took It was made very clear by civilian educators that USAFI was not to attempt in any way to recommend or suggest the amount or kind of credit which might be appropriate. The accreditation of such educational achievement was the sole prerogative of each educational institution Time has proved the great wisdom of this practice.

The program at USAFI received the unqualified support of educational associations, accrediting organizations, and educators throughout the country The American Council on Education prepared and published the *Guide to the Evaluation of Educational Experiences in the Armed Services.* This was done at the request of educators in order that some uniformity in accreditation procedures would be followed The *Guide* was compiled under the direction of George P Tuttle, registrar at the University of Illinois, with the cooperation and support of regional and national educational associations The *Guide* consultants were civilian educators who were specialists in various fields Their individual evaluations of educational experiences in the armed services were made independently, and the differences were then reconciled by conferences.

The *Guide* made definite recommendations as to the amount and kind of credit which secondary schools, junior colleges, and institutions of higher learning might grant for military training, USAFI courses, USAFI tests, and other educational programs of the Armed Forces It can be said without hesitation that nothing since the establishment of the Carnegie Unit has so vitally affected accreditation procedures as the *Guide* Secondary school officials without exception in every state and the vast majority of college officials unhesitatingly accepted the *Guide* recommendations as they related to the evaluation of military training and educational courses, when such course completions were validated by USAFI examinations.

The rapidity with which school authorities altered their traditional concepts of accreditation deserves more than a casual mention The reason for such a radical change is beside the point It matters not whether they were prompted by sentimental and patriotic reasons, whether it was to escape the bane of the "blanket credit" policy which followed World War I, or whether they had individually felt that a change in the matter of credit counting was long overdue The fact remains that a fundamental concept of education was discarded

Before the war, if a secondary school or college official in most areas of the country had been requested to grant credit for correspondence study, for informal group instruction, or for technical training similar to that given in the Armed Forces, he would have been horrified at such a brazen suggestion. In his mind credit could be granted only when the educational experience was conducted in an institution duly established to provide the training and measure the results. It has been said also that colleges generally were not too generous in accepting transfer credits from sister institutions Thus, when school and college officials agreed to grant credit toward diplomas

or degrees for educational achievement over which they have no control, it marked a new era in accreditation policy.

It must be noted, however, that the first acceptance of the *Guide* recommendations included only those pertaining to completion of specified study objectives in the particular field of work. The *Guide* recommendations concerning USAFI Subject Examinations and the USAFI Tests of General Educational Development were much slower of acceptance. To accept these first recommendations did not require a complete break with the traditional Carnegie Unit system of credit counting but acceptance of the USAFI Subject Examinations and the GED Tests did demand a completely new concept of credit, namely accreditation by examination.

School and college authorities wanted to learn more about this new program of accreditation by examination. They wanted to discuss it among themselves, and they wanted to determine the public demand for such a program. It is well that educators weighed their decision and took time to investigate carefully the import of their action, since their decision has tremendous implications not only for their own programs but also for the rapidly increasing field of adult education.

As soon as men and women in service learned that there was a possibility of having their educational maturity and competence measured in terms of the equivalence of high school graduates, entirely new vistas were opened up to them. Since two thirds of those serving in the Armed Forces were not high school graduates, many had given up hope of obtaining advanced educational training or of securing a job which was open only to high school graduates They requested in greatly increasing numbers that the GED Tests be administered to them, and they asked their civilian school officials for an evaluation of their test results When they returned to civilian status, they personally presented their problem If they had taken the tests in the service and found that their educational achievement was equivalent to that of high school graduates, they wanted it recognized in order that they might have some tangible evidence of their attainment. Those who had not been tested in the service were anxious to take the tests in order to qualify for jobs or continue with their education at a level appropriate to their age and educational maturity.

Secondary school officials gradually reached their decision concerning acceptance of accreditation by examination, and, state by state, new accreditation policies were adopted which allowed for the issuance of a secondary school credential based solely upon successful performance on the USAFI Tests of General Educational Development This policy first applied only to veterans and servicemen. The

experience with this group was analyzed carefully by secondary school people and college officials. As college officials experimented with the tests as admission instruments in place of the usual high school transcript and found that the individuals admitted did successful college work, and as the credential awarded on the basis of satisfactory scores on the comprehensive examinations became accepted for employment purposes, secondary school officials began to broaden their policies and include non-veteran adults in their program.

At the present time forty-six states and the District of Columbia have established new accreditation policies for the issuance of a secondary school credential to veterans and servicemen on the basis of demonstrated educational competence Nineteen of these states have thus far broadened their policies to make available to all adults in their states the opportunity of securing a secondary school credential through examination.

New York State was the forty-sixth state to accept the new concept of accreditation Because of its great population and the tremendous implications of accreditation by examination for the whole educational structure in the state, the Board of Regents in New York State conducted a very intensive study of the whole problem In the spring of 1947 the Board of Regents announced the establishment of a new credential, the State High School Equivalency Diploma, to be the legal equivalent of a Regents Diploma This credential will be awarded to any resident of New York State twenty-one years of age or over who can make satisfactory scores on comprehensive examinations designated by the Commissioner of Education. At present the USAFI Tests of General Educational Development are being used

While some college officials are reluctant to alter their cherished practice of defining educational achievement in terms of hours of classroom instruction, there is a very definite trend in colleges toward recognizing educational achievement by means of examination, either for admission or degree purposes It is only natural that the acceptance of tests for accreditation purposes will vary enormously since accrediting officials of each institution must prove to their own satisfaction that it is possible to select and admit students who have not completed all the required formal preparation, and further, that it is possible to place a student at advanced educational levels on the basis of demonstrated educational competence.

One of the major factors that have retarded the acceptance of test results by some college officials has been the unprecedented demand during the past four years for college education. The admissions office and the registrar's office have been literally snowed under by their

routines, and many have been forced to rely on the age-old method of collegiate bookkeeping.

A recent survey of college practices of accreditation was made by the Commission on Accreditation of Service Experiences of the American Council on Education. During the last week of September 1947 eighty questionnaires were mailed to registrars of colleges and universities. At least one inquiry was sent to every state and the District of Columbia The sampling was representative of state universities, privately endowed universities, liberal arts colleges, technical institutions, and teachers colleges. The questionnaire sent out by the Commission covered not only the policies of higher institutions with regard to the GED Tests but also current accreditation policies and practices as they refer to the acceptance of educational credits earned through military service and participation in the Armed Forces educational program.

In order to have available some statistics for this paper, the fifty questionnaires returned by October 10 were analyzed While the sample at hand will not give a thorough summary of practices, it should be extensive enough to indicate the general trend throughout the country Only three questions included in the questionnaires will be analyzed for this report·

Question No. 1 May service personnel qualify academically for admission to the freshman class by satisfactory completion of the high school level GED Test?

Question No. 2. Are credits toward a bachelor's degree allowed for successful completion of college level GED Tests?

Question No. 3 What is the maximum number of such credits that will be allowed toward a degree?

In reply to Question 1, concerning acceptance of GED Tests as admission requirements, forty institutions answered yes, nine answered no, and one was unclassified.

Thirty of the institutions answering yes to Question 1 indicated that no restrictions were placed upon this policy. Ten of the institutions answering yes to Question 1 placed the following limitations on that policy. One institution requires a student to show mathematical proficiency for entrance into an engineering curriculum, two state universities will accept only state residents on the basis of the GED Tests, two institutions accept students on the basis of the tests provided the students have completed some subject requirements by normal secondary school attendance, two colleges will admit on the basis of the GED Tests if the veteran has been issued an equivalency diploma or certificate by his local high school or by his state department of education;

one college will admit veterans on GED Test results if they were in the Armed Forces prior to V-J Day; one university stated that GED Test results were accepted as entrance requirements to the general college, but that other colleges on the campus had requirements beyond that of a certificate from high school, and one institution stated that four units of high school credit would be allowed toward completion of the high school requirements to satisfy admission standards These four units were added, however, to credits previously allowed for basic training and for any service schools attended to make up the fifteen units required for admission

In the case of the nine institutions that answered no to Question 1, three apparently made partial use of the GED Tests. Of the three, one institution indicated that it uses GED Test results to supplement information regarding the candidate's background, another indicated that it will accept the GED Test scores if the applicant can also pass its entrance examinations, and the third institution will accept a student with a poor high school record if he can present satisfactory results on the GED Tests

The one institution listed as unclassified in response to Question 1 did not check the answer *yes* or *no* but added a notation that it usually required the completion of three years of formal high school experience for admission to the engineering field. This institution, however, has not been counted with the schools answering yes It would appear that it may admit students on the basis of the tests.

With reference to the second question, concerning the granting of degree credit for the college level GED Tests, twenty-seven institutions answered yes, twenty-three answered no

Only four comments were made concerning restrictions of credit by the twenty-seven institutions which indicated that they will grant credit for the college level tests. One institution stated that credit was granted only in its school of commerce and business administration Another will allow credit only on Tests 1 and 5. One official stated that in general the tests were accepted but that the final decision was made by the various divisions within the college. And a fourth institution said it would allow veterans who were tested while in the service to be retested by their own testing bureau and thus qualify for the baccalaureate degree This institution further indicated that for other veterans the granting of credit is limited to those who are twenty-five years of age or over at the time of their first enrollment in the institution.

Although twenty-three colleges stated that they did not grant credit, three indicated that there might be exceptions. In one instance where no was the answer to Question 2, it was further stated that credit was

at the discretion of the dean of the college This might indicate that sometimes credit may be given Another institution replying no said that it had had no occasion to use the tests but did consider an applicant for credit on the GED Tests as an individual case. The third school indicating some variation stated that it had formerly granted credit on the basis of the tests but had discontinued this policy after a state meeting.

In answer to Question 3, concerning the amount of credit granted, eighteen of the twenty-seven colleges which indicated that they granted credit on the basis of the GED Tests replied that they allowed up to a maximum of twenty-four semester hours as recommended by the American Council on Education. Five colleges did not reply to this question Two institutions stated that only six semester hours of credit were granted for Test 1 Another institution grants ten quarter hours for Test 1 in Freshman Composition and ten quarter hours for Test 4 in Sophomore Literature. The other institution will grant the number of elective semester hours allowed in its own courses.

It is significant that the facts revealed in this recent survey tally very closely with the results of a similar survey made eighteen months earlier. In the survey made in March 1946 by the Commission on Accreditation, it was found that approximately 80 per cent of higher institutions will admit students on the basis of GED Test scores, while 53 per cent of the institutions canvassed indicated that they were granting degree credit for the GED Tests. Even though the complete figures are not available on the recent survey, those which have been considered indicate that the same proportion of colleges are using the GED Tests as admission instruments, while 54 per cent are granting degree credit for the college level tests This is significant because during the intervening eighteen months institutions had sufficient time to determine whether or not the credit assigned is valid and whether those admitted on the basis of the tests have achieved success in college work

It must be realized that there are still many school and college officials who have not been convinced that educational growth can be measured and accredited by examinations Arguments advanced in opposition to granting credit for informal educational growth on the basis of demonstrated achievement usually resolve themselves into a few basic objections.

Some have argued that a program of educational appraisal would lead to the disintegration of our public school systems, that young people would leave school, that taxpayers would fail to support the schools if credentials could be obtained without going to school Such fears are groundless, however, because for the secondary school cre

dential a minimum age limit has been established, in most states twenty-one years of age, which would surely discourage high school youth from leaving school before normal high school graduation Those few states that for some years have had a program whereby adults may have their educational maturity recognized have evidenced no shrinkage in school population. As a matter of fact, their schools and enrollments have steadily increased

Another argument commonly presented is that an intangible something is obtained through school attendance which a regular high school diploma represents but which can never be measured by tests There are more than 20,000 secondary schools in this country, and for each school the diploma represents different things This variation could be multiplied by the number of variations in the curriculum in all the schools. Each high school diploma means something different, perhaps it is time we had a secondary school credential which has some uniformity of meaning.

A third objection to accepting tests as an instrument of accreditation seems to have considerable justification. It has been argued that such a practice when applied to the great segment of our population which has not achieved secondary school graduation would fail to function properly because of the very magnitude of the operation This problem has received very serious consideration by secondary school and college officials The Commission on Accreditation of Service Experiences, working closely with school authorities throughout the country, has evolved a plan for administering tests at official testing agencies located in each state according to population centers and the geography of the state Such agencies are to operate directly under the supervision of the state departments of education This plan has been in operation throughout the country for nearly two years, and thus far there has been no indication that it is not working successfully There are now more than 525 such agencies in operation. The vastness of this program, however, requires constant study and supervision

The last objection concerns the adequateness of the GED Tests to measure accurately what they are designed to measure This is a serious question. As yet there is not sufficient evidence to make a complete study and arrive at any definite conclusion concerning the validity of the test scores. Several colleges are conducting studies of the GED Tests as admission instruments and for advanced credit purposes. According to letters and data gathered by the Commission on Accreditation there appears to be no evidence that those veterans who have benefited by the use of their test scores are not doing as well as those who were admitted upon a complete transcript of high school credits

The implications of the program of accreditation by means of tests are manifest because it offers to the great majority of our population such unlimited vocational and educational opportunities We must lend all our energy and effort to insure its success. Included among the 73 per cent of our mature population which did not complete high school there are many individuals who, because of financial reasons or the death of a parent, have had to leave school to go to work in order to supplement the family income or provide it in its entirety. After a few years their fortunes change and they want to resume their education, but they feel chained to the educational level at which they left school. If means are provided by which such individuals may validate their educational growth, they will be encouraged to re-establish themselves at the proper level in an educational program.

There are other individuals who left school under similar circumstances and went to work as unskilled labor. Their interests and ambitions are finally concentrated on one vocation, but they find that in spite of their ability to do the work, they cannot qualify in their chosen field because they lack a high school diploma. If these people are to become more useful members of society, it is the responsibility of educators to measure their educational competence and recognize it.

Those who have believed that there is a place in our educational program for appraisal through the use of tests and have devoted their efforts to gaining recognition for the procedure of accreditation by examination can feel justly proud of their work Not only are educators now accepting that point of view, but the American people are recognizing the soundness of such a program. When the people learn that their educational growth can be measured, they say first, "That makes sense." Then they add, "Why hasn't it been done before?"

No one will question that the best and quickest way to become educated is by regularly attending school, and to that end we must improve and expand our educational curriculum and our educational facilities But for the benefit of those who do not complete formal schooling, we must be prepared to measure and recognize their educational growth, no matter how attained, not only to serve the welfare of the individual citizen but also to serve the needs of our democratic society A program of accrediting by means of examinations supplements the educational program of our schools and colleges and, when fully recognized, will enable the educators of this country to assume more completely their responsibility to the American people.

Achievement Testing and Curriculum Construction

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TWENTY-FIVE years ago achievement testing was in its infancy and so were explicit techniques of curriculum construction Little connection was then perceived between the two fields. The relation between achievement testing and instruction was seen as one in which testing could be used to provide information regarding the effectiveness of teaching methods and to indicate the points at which the individual students and the student group were making successful achievement and those points at which they were having difficulty Since that time many important developments have helped to mature the field of curriculum construction Furthermore, significant contributions have been made to achievement testing so that it, too, has a breadth of significance not foreseen in 1922. It is the thesis of this paper that achievement testing is not only an aid to curriculum building but an essential step in the total process.

The process of curriculum construction involves four major steps The first is to decide on the objectives which are to be sought through the curriculum Explicit goals are necessary to guide learning because unguided educational experiences may produce a wide variety of effects, some more important, some less important, some desirable, some undesirable In general, the term *education* is used to name a process that is concerned with changing the behavior of students, using behavior in the broad sense to include thinking, feeling, and acting If a student is really educated at school, he will have ideas that he did not have before, knowledge that he did not previously possess, skills that had not been developed before, attitudes and interests that were not previously present In brief, any educational process is concerned with bringing about changes in the way students behave. However, since there are many, many possible changes that could be made in students through educational activities and since the time of the school is limited so that only a few of the possibilities can be realized, it is very important that the particular changes the school seeks to bring about are the most important changes it can produce, so that no time is wasted on less important things to the neglect of those of greater significance. Furthermore, it is essential that the changes sought in students are clearly identified so that they will guide the work of the school

The identification of the kinds of changes to be effected in students through education is the process of formulating the objectives of the curriculum. This formulation is ultimately a matter of choice because objectives are consciously willed; they represent the purposes of the school Although objectives are matters of value judgment, they are not wisely obtained by having individuals or committees make these judgments "off the cuff" or by accepting practices of long standing without critical examination. The choice of objectives can be made much more wisely on the basis of several kinds of data

In the first place, information about the students to be taught will suggest possible objectives. If they lack certain important information, if they have not developed appropriate habits, if they are facing various sorts of problems and are having serious difficulties, if they lack breadth of interests, information about these matters will suggest possible objectives which the school might emphasize. Efforts could be made to eliminate misinformation, to develop essential habits that are thus far lacking, to acquire knowledge and skills needed to solve important problems, to capitalize on the basic interests already in existence and to broaden and deepen them. These are simply examples of the way careful studies of the students themselves may be helpful in deciding on the objectives of the curriculum.

Another important source of objectives is an investigation of the conditions and problems of contemporary life This will indicate the demands that society is making upon young people and adults and the opportunities it offers them. These demands and opportunities include the activities they will be expected to perform, the problems and difficulties they will encounter, and the opportunities they will find for service and self-realization. It is easy to see that data on such matters help to suggest educational objectives. Thus, an analysis of our present life reveals clearly that the problem of war and peace is one of primary importance which every American citizen needs to understand more fully if he is to discharge his responsibilities of citizenship effectively. Such analyses made by curriculum makers have led many schools to give more attention to education for international understanding, to prepare units in international relations, to select a variety of instructional materials that deal with war and peace Analyses of contemporary life have provided and continue to provide suggestions regarding important educational objectives.

A third source of curriculum objectives lies in the deliberations of specialists in each of the subject matter fields who suggest what contributions they think their subject is able to make to the education of young people. The reports of the several commissions on the social

studies present the recommendations of specialists in this field regarding the objectives they think social studies may and should attain in high school and college There have been similar reports and recommendations from a number of other subject matter groups. Although these suggestions are in some cases not adequately supported by evidence that many students have actually reached such goals, they do, nevertheless, represent important possibilities which the curriculum makers must take into account.

The use of these three sources, studies of the student, investigations of contemporary life, and reports of subject matter specialists, results in a list of possible objectives far greater than any school can possibly adopt One of the reasons that formulating objectives is difficult is that there are many more things worth accomplishing in education than any school can possibly achieve. Hence it is necessary to make a careful selection of those aims which are most important, choosing only the number to which adequate emphasis can be given and those toward which the students can make significant progress.

In selecting from this comprehensive list of objectives the ones that shall be the primary goals of a curriculum, the educational and social philosophy of the school serves as a primary set of criteria. Each of the suggested objectives is checked against the school's view of "the good life for the individual in the good society" to see not only that no objectives are selected which are not in harmony with this view of the "good" but also that the objectives selected for major emphasis are those that stand high in importance in terms of this philosophy of education. For example, the school's philosophy may hold that a good man in a good society will learn to make wise decisions and will be able to meet his own problems and solve them through analysis and study rather than through blind obedience to authority This school will then give much greater importance to objectives involving skill in critical thinking, skill in analyzing problems, problem solving abilities, and the like In this way the school's philosophy provides a major screen through which to sift a large number of objectives to select those of greatest worth.

A second screening is done by comparing the proposed list of objectives with what is known about the psychology of learning. This action is taken to eliminate those objectives which studies of learning indicate are not likely to be attained through school experiences, and to place at other levels those objectives which investigations of learning suggest are more efficiently reached at a different level of age or maturity For example, to develop physiques that will eliminate susceptibility to the common cold is not an objective that can be attained through school

learning. For another, a senior high school list of objectives that placed emphasis upon emotional stability would be revised since learning studies indicate that this objective is more efficiently attained in early childhood and should not be postponed until adolescence. This step, then, of comparing possible objectives with the findings and recommendations of the psychology of learning helps further to eliminate any inappropriate objectives and to retain those which are attainable so far as we know from the present knowledge of learning.

This briefly describes contemporary theory regarding the first major task of curriculum construction, namely the formulation of objectives. These objectives are not only the goals toward which the curriculum is shaped and toward which instruction is guided but also the goals that provide the specifications for achievement tests. To test the achievement of students is to test the degree to which they have attained these educational objectives. An achievement test, then, is adequate and valid for a particular field if it provides evidence of the degree to which students are attaining each of the major objectives of that field Hence the achievement test constructor as well as the curriculum constructor must have a clear understanding of the objectives and use them as the guide for his work.

The second step in curriculum construction is to select learning experiences that are likely to attain the chosen objectives The curriculum includes the learning experiences provided by the school — that is, the materials and methods of instruction and the learning activities of the student. These learning experiences are provided in a curriculum, when rationally built, as the means of attaining the objectives Hence learning experiences should be selected in terms of their probable usefulness in reaching the goals desired This step in curriculum construction is largely guided by studies of learning which have been conducted both in psychological laboratories and in schools. From these studies certain generalizations have emerged, some of which are tentative and others less so, regarding the conditions under which different types of student reactions are learned The selection of learning experiences draws heavily upon these generalizations

Consider as an example a course in English literature aiming at the following objectives (1) ability to interpret literature with understanding, (2) appreciation of literary works, (3) skill in appraising the literary excellence of novels, (4) broad interest in reading literary works The selection of learning experiences for such a course would raise such questions as: What kinds of experiences are likely to develop increased ability to interpret literary materials? What kinds of experiences are likely to develop greater appreciation of literary works?

What kinds of experiences are likely to develop skill in critical appraisal of novels? What kinds of learning experiences are likely to develop broad interest in reading literary works?

Answers to these questions in tentative form are drawn from psychological studies and from classroom experience. The reading of material that is already of interest to students or that can be connected easily with their present interests, opportunities to analyze particular works to see more clearly the character and plot and the like, opportunities to compare several works to see the ways in which they differ and ultimately to derive criteria of criticism, and opportunities to explore dramatic and significant literary material to derive satisfaction and appreciation – all these are kinds of learning experiences that previous studies suggest are likely to contribute to the attainment of the stated objectives. Experiences like these, then, are planned in developing the curriculum for such a course

This brief outline of the second major step in curriculum building suggests that achievement testing may be involved in the psychological studies and in the classroom investigations as the means by which particular learning experiences have been appraised to see whether or not they are actually effective in attaining given types of objectives. Hence, in this step of curriculum construction, achievement testing is an important aid to the selection and validation of learning experiences.

The third major task of curriculum construction is the organization of learning experiences so that the cumulative effect of the whole series of them will be as great as possible in attaining the objectives To a certain extent, education may be compared with water dripping on a stone Each individual drop appears to have no effect but over a long period of time the stone is worn away. Correspondingly each individual learning experience is not likely to show any marked effect; but if they are combined in such a fashion as to reinforce each other, they produce increasingly significant cumulative effects, with the result that profound changes and developments in the student may take place. The problem of organization, then, is how to arrange these learning experiences so as to get the maximum cumulative effect.

This concept of maximum cumulative effect can be defined in terms of three major criteria by which to judge the organization of learning experiences The first is *continuity*· that major elements to be learned shall appear and reappear from day to day and month to month so that important objectives are iterated and reiterated. The second criterion is *sequence* that each time these important elements to be learned are reiterated it shall be at a deeper and broader level, bringing about sequential development rather than mere repetition. The third criterion

of good organization is *integration*. that the relationships among the various subjects in the school curriculum and between school and out-of-school shall be such as to provide many opportunities for reinforcement of the elements to be learned. The development of certain skills in arithmetic, for example, can be enhanced by providing opportunities in the shop, in science, in social studies, or in other fields to apply some of these skills, and by using life outside the school both for setting problems to be attacked in the arithmetic class and for providing opportunities to make further application of these arithmetic skills It is obvious that integration as well as continuity and sequence is essential to obtaining the maximum cumulative effect from the various learning experiences of the curriculum.

In what way is achievement testing related to the organization of learning experiences? As in the selection of learning experiences, testing serves as a tool to determine effectiveness Achievement tests can indicate how effective a given curriculum organization has been in producing the cumulative effect desired. Two or more schemes of organization can be compared in terms of the degree to which each has promoted the goals appraised by the test.

Achievement test constructors must be familiar with the schemes of organization in particular fields because the achievement test must derive its particular materials from the scheme of organization used by the curriculum. To illustrate It is important that the tests in reading in grade four be related to the tests in reading in grade three in the same way that the curriculum of grade four is related to that of grade three, since to test whether the desired progress has really taken place will involve test exercises that are built on the same plan of organization as the curriculum This is a second way in which achievement testing is related to the step of organization in curriculum building.

The fourth major step in curriculum construction is evaluation. Up to this point the learning experiences and organizing principles used have been derived from previous practices and from general principles of learning. Because the curriculum is a complex aggregation of learning experiences planned for a variety of individual students, it is not possible to be sure in advance that a given unit, a given course, or a given program is actually producing the effects desired. It is therefore an essential part of curriculum construction to provide for periodic appraisal to determine to what extent objectives are being realized, where progress is being made, and where it is not, and in this way to provide a continuous evaluation of the effectiveness of the curriculum.

Such an evaluation is essentially achievement testing – hence the thesis presented at the beginning of this paper that achievement testing

is a necessary part of curriculum development Unless achievement testing is carried on as a continuing part of curriculum construction, the curriculum is likely to misfire in some respects and go off in unforeseen directions. Through such evaluation replanning and improvement become continuing phases of curriculum building

The preceding portion of this paper has outlined the major tasks of curriculum construction and has shown the general relationship of achievement testing to each of these steps. The next section will examine in more particular fashion the ways in which achievement testing in practice has been related to curriculum work.

In the first place, the task of achievement test construction provides a continuous reinforcement to curriculum building by helping to clarify objectives. It is quite possible to formulate objectives for the curriculum in vague and inexact terms But if these objectives are to be used for purposes of achievement testing, they must be precisely understood, since they are the specifications for the test, the statements of the behavior that is to be measured by the test. Unless the behavior can be clearly described, it is not possible to set up tests to sample it.

The effect of achievement testing in clarifying curriculum objectives I first noted in some of my early testing work at Ohio State University. Our achievement tests were constructed on the basis of specifications drawn up in each case by the staff of the particular course or field. The staff was asked to state these specifications precisely enough to describe just what kinds of behavior the course was expected to develop in students In one of the biology courses the staff worked a good many hours clarifying its own conception of what the objectives were and what they meant, finally being able to define each of them concretely in terms of behavior

Clear and concrete description was especially difficult for such an objective as developing skill in the scientific method, although this goal was commonly accepted by all the staff as an important objective. It was not clearly defined until a good deal of exploration, reading, introspective examination of their own behavior, and discussion produced an increasingly clear concept of what scientific method is, especially as carried on by the student in biology. The staff saw the importance of defining objectives clearly because as soon as they were clearly defined, it became easier to find testing devices which would give evidence of their attainment It became quite clear to me and to the instructional staffs in Ohio that the task of working on achievement tests serves to clarify objectives. And not only was such clarification essential for testing; it also provided a more adequate basis for outlining the course and deciding on the teaching materials and methods.

Later, in working with the evaluation staff of the Eight Year Study, I found again that the construction of tests for the new courses in the thirty schools, requiring as it did that the teachers define their objectives clearly, served to clarify the goals of the new courses and helped immeasurably to guide the further refinement and development of those courses. We have had similar experiences in constructing examinations at the University of Chicago. Since the college instructors must participate with the examiners in setting up the specifications for the tests – that is, in stating and defining the objectives to be tested – the program of comprehensive examinations has provided a strong stimulus to the clarification of the objectives sought in the courses.

These illustrations show that one important contribution achievement testing makes to curriculum construction is helping to clarify the educational objectives, to state them in terms of student behavior, and thus to provide a concrete basis to guide in the planning and development of the educational program.

Another way in which achievement testing is contributing to the formulation of curriculum objectives is by providing devices for making studies of students. It was pointed out earlier that objectives could be more wisely chosen if data were available from studies of the students themselves which would indicate such matters as their habits, their practices, their knowledge, their attitudes, their interests, and their problems in various significant areas. Achievement tests provide one important means for studying the student and finding out where his strengths and weaknesses are and where the gaps are in his learning.

In connection with the Cooperative Study in General Education, in which some twenty-two colleges worked for more than five years on developing programs of general education, it was early suggested that inventories, that is, pretests of achievement, be constructed and given to entering students so that the faculty would have more adequate knowledge of the gaps in their backgrounds and the kinds of needs the college program in general education should seek to meet These inventories were constructed and proved helpful in securing data to use in choosing objectives to be emphasized

Many illustrations could be given of the way in which achievement testing contributes to the selection of learning experiences for the curriculum The University of Minnesota Committee on Educational Research has sponsored several volumes reporting investigations of the efficacy of such experiences as individual laboratory work, demonstrations in science, lecture courses, discussion groups, and large classes. In all these studies the effectiveness of different learning experiences was appraised by the use of achievement tests. The Minnesota studies were

carried on at the college level Many other investigations at all levels of education have been made of various types of learning experiences such as the use of printed materials, motion pictures, audio-visual aids, discussion, and other forms of oral presentation.

These studies are slowly accumulating data on the effectiveness of different learning experiences for various types of objectives and for different types of students It is becoming increasingly clear that learning experiences cannot be characterized in general as good or bad but that a given kind of experience must be studied on the one hand in terms of the objectives to be attained and on the other hand in terms of the types of students for which the experience is provided. When such controls are used in the investigations, it is possible for achievement tests to serve a very important function in providing a more adequate basis for the intelligent selection of learning experiences.

Achievement testing contributes to the organization of learning experiences at several points. Tests to measure student progress and placement tests focus the attention of the staff on the importance of sequence and raise questions regarding the nature of the sequence actually developed from one course to the next For example, at the University of Chicago for the last four years placement tests have been used in the College to enable students to demonstrate their previous learning wherever it had been acquired and to enable the staff to place the student at that point in each major course where he was prepared to proceed with considerable chance of success and without duplication of previous learning

The College offers courses in several fields that are presumed to be sequential There is a three-year sequence in the social sciences, a three-year sequence in the humanities, a four-year sequence in mathematics and natural sciences, and a two-year sequence in English When the examiners were asked to construct the placement tests, we sought to determine what the basis of sequence was in a given field. For example, the question was raised as to what the common elements are that run from the first year through the third year in social sciences and in what way the second year builds upon the first and the third year upon the second In some cases the sequential nature of the courses was more in title than in fact.

Since the building of the placement tests has required the staff to think through the particular ways in which a student will demonstrate a higher level of achievement in each of these several sequential courses, this process has done much to identify the possible points of sequence It has also focused the attention of the staff on the selection of significant elements to weave into a sequence and on a coherent theory of

organization which might successfully effect the student's sequential development within the series of courses.

In somewhat similar fashion the evaluation program of the Eight Year Study helped to clarify some aspects of sequence Most of the thirty schools emphasized certain schoolwide objectives that were sought throughout the secondary school period The effort to build achievement tests that might properly test for these objectives in each of the four to six years of the secondary school revealed that in many cases the school staffs had not clearly identified the nature of the sequence aimed at in the several fields. The testing activities resulted in a clearer outline of curriculum sequence.

Achievement testing can also make a contribution to integration, another major element of organization Many of the schools in the Eight Year Study emphasized better integration as a major concern in curriculum revision It was hoped that the new courses would help the student see more clearly the connection between what he was doing and learning in the several fields of study In most of the schools integration was to be effected on the one hand by emphasizing in all courses certain common objectives like the ability to do critical thinking and skill in reading, writing, and speaking, and on the other hand by providing opportunities for application in other fields of things learned in one field.

These ideas had received general acceptance, but they were not actually followed systematically in some schools until work on testing began. Since the evaluation tests were to be used to measure the degree to which students had learned to integrate, to carry over ideas from one field to another, and to generalize to broader areas some of the skills and abilities and concepts they had developed in particular fields, work on these tests gave an important stimulus to the instructional staff to plan more definitely for integration In this case achievement testing served both to stimulate further attention to integration and to provide a means of checking periodically the degree to which the students had actually integrated the learning from various subject fields.

The previous illustrations are intended to suggest that although achievement testing is not an essential part of the process of organizing the learning experiences of the curriculum, it does serve to stimulate attention to organization and provides an essential means for discovering the degree to which the organization has actually been effective

Achievement testing has contributed to the continuous re-evaluation of the curriculum and the identification of points needing improvement largely through the use of test results to provide the instructional staff with data regarding the adequacies and inadequacies of the cur-

riculum in operation. At the University of Chicago, for example, we summarize the comprehensive examinations so that the instructors obtain several types of information. The average score of the class and of each section on each of the major objectives which the tests have been constructed to measure are usually available. For the natural science course, for example, these figures may indicate that the students have attained very well a knowledge of facts and principles but have advanced much less in their ability to analyze natural science problems and to draw upon facts and principles of natural sciences to solve these problems. This at once suggests the points where further attention is needed in the curriculum.

A second type of summary presented to the instructors gives each student's score on each of the major objectives tested. This makes it possible for the instructor to note where John's difficulties are, in what respects Mary is attaining the objectives, and where she is not doing satisfactory work. This information frequently indicates points at which the curriculum needs to be adapted to the individual students.

As a third type of summary the instructional staff is given an item analysis of the total examination so that each instructor may note particular items which have caused difficulty and others on which the students as a whole have been successful. This provides a more detailed basis for identifying aspects of the course needing improvement.

These three types of analyses have been of great significance in annual evaluation of the course. In some cases the data will suggest a reconsideration of the objectives, raising questions as to whether a certain goal can be attained, whether it is of major importance and ought to be given more attention to get more satisfactory results, or whether it is of lesser importance and in the light of the difficulty of attainment might well be omitted. In other cases the data will indicate learning experiences that need to be modified or revised because they appear to be ineffective. In still other cases, the data identify types of students who need a different development of the course if their learning is to be effective. In these ways the results of achievement testing have been of tremendous value in providing for continuing review and reconstruction of the curriculum.

Achievement testing is also making a general contribution to the in-service education of teachers. Achievement testing directs the attention of the instructional staff more clearly upon analysis of objectives, the efficacy of the learning experiences, the planning of organization, and the identification of results. But the major contribution of achievement testing to the education of the staff is in focusing their attention upon the student and his progress rather than inwardly upon the teacher and

his particular devices. It has long been stated that the teacher should teach students rather than subject matter, but until he has a way to study each student to see his strengths and weaknesses, the things he is learning and the things he is failing to learn, the teacher is hardly in a position to teach students as distinct from subjects Through the comprehensive use of achievement testing the teacher is continually focusing his thought upon objectives in terms of effecting changes in students and upon the results of instruction in terms of what changes have been effected. He also notes which students have learned and which ones have not learned effectively. This fixes his concern upon the students as learners rather than upon the subject matter as material to be learned.

This focus of attention upon students contributes to the education of teachers in service partly because it provides a more objective basis for study and reflection. As long as the improvement of instruction took place largely through a supervisor's visiting the teacher and commenting upon his effectiveness or ineffectiveness, teachers frequently developed defenses to rationalize criticism. They sought to justify the adequacy of their procedures and to deny some of the supervisor's critical comments. But studying the results of learning as revealed by achievement tests does not put the teacher on the defensive In using test results he looks at the class or the individual student and asks why it is the class learns at this point and not at another, or why it is John Smith fails to learn certain behavior though he does learn other reactions. The teacher can face these questions quite objectively, and they are more likely than direct personal criticisms to result in changes in his own teaching practices and materials Hence, achievement testing can make an important contribution to the in-service progress of teachers in the improvement of the curriculum.

I should like to point out that in order to secure these potential contributions of achievement testing to curriculum construction, certain technical problems in the building and using of tests must be recognized and dealt with. Not all achievement tests will provide these important aids to curriculum construction. Not all achievement tests will stimulate the in-service education of teachers. If achievement tests are to serve these purposes, several conditions must be met.

In the first place, the tests must actually be based upon the objectives of instruction rather than simply sampling the content of instruction. It is true that an educational objective is a kind of reaction to be developed in students and this kind of reaction is not adequately defined until both its behavioral and its content aspects are clearly stated. For example, such an objective as "to develop skill in solving problems"

is not adequately defined until one has gone on to say what kinds of problems the students shall learn how to solve. Solving problems of diet is quite a different objective from solving problems of proportion in design Hence, an adequate specification of objectives will define both the behavior, such as problem solving or reading or analyzing or remembering, and also the content to which this behavior applies, such as solving problems related to diet, exercises, disease control, or reading modern novels, poetry, and essays

Although it is commonly recognized that the clear specification of an objective includes definition of both the behavioral and the content aspects, nevertheless a great many achievement tests have been constructed so as to analyze only some particular content, such as the content of a textbook – without any explicit consideration of what the objectives of that subject may be, and in many cases without considering whether this content is essential in the operation of these objectives or is only illustrative material used to help develop certain objectives but not in itself an essential part of them An achievement test to provide the values previously suggested must be built upon a careful and comprehensive analysis of the objectives of the particular course, sequence, or educational program for which the test is intended to be used

In the second place, for achievement testing to serve the purposes suggested the criterion of test validity must be evidence of the degree to which the students are attaining the objectives rather than the index of discrimination which is now so commonly used To use the index of discrimination as a criterion of validity assumes in advance that the total test score is both valid and comprehensive, so that when each item is correlated with the total score, the resulting correlation indicates the validity of that item This assumption is not safe when achievement tests are to be used for the analytical purposes previously indicated

Validation by use of the index of discrimination assumes that the teaching, the content, and the learning are all of such a nature that the students who are generally best are also most successful in every important aspect of the test. This may not be the case, especially when there are inadequacies of teaching or of curriculum planning so that certain important matters are not dealt with in the course, or when there has not been adequate provision for their learning. In such cases it is possible for the so-called better student to do no better on the test item than a poorer student. If such items are automatically eliminated because of their low discrimination indices, then the test no longer serves the purpose of helping to improve the curriculum or the instruction. We must develop validity checks that are based upon the concept

of attaining objectives rather than upon the concept of homogeneity of learning outcomes.

In the third place, for achievement testing to make its maximum contribution to the curriculum, close communication should be maintained between the instructional staff and those responsible for the testing work, and joint participation of the two groups should be arranged at several points. The effort to define the educational objectives of a course or program does not help the instructional staff unless it actually participates in the operation. The same joint participation is essential in each of the other major steps in curriculum building This implies a cooperative relationship in which achievement testing and curriculum construction go hand in hand Unless the testing personnel work in this way and the administrative arrangements permit and encourage it, the desired results are not likely to be achieved.

In the fourth place, placement tests, tests of student progress, and other tests used to identify and suggest provisions for individual differences must be built in such a way as to be fairly independent of parochial content which may be used in certain courses to attain the objectives but which is not essential to the objectives The tests should focus primarily upon the objectives themselves with opportunity for students to demonstrate the attainment of the objectives regardless of the particular experiences they may have used in learning. Unless this is done, a student who comes from another institution with an adequate background is not able to demonstrate *that* background in the placement test or the progress test because the test is tied to the particular materials used in the local institution The degree to which the achievement test can provide opportunities for students to demonstrate competence derived from a wide range of possible formal or informal educational experiences largely determines the degree to which placement testing and sequential testing are possible.

In the fifth place, if achievement tests are to render maximum service in curriculum construction, the basis of sampling used in constructing a test should provide a representative sample of the sort of behavior that is implicitly or explicitly involved in the particular use to which the test is put An achievement test consists of a series of situations that give students a chance to demonstrate certain kinds of behavior that are relevant to the educational objectives they are expected to attain For example, a reading test will provide a series of selections which the student is to read, by answering the questions that follow the selections, the student has a chance to demonstrate his comprehension, his ability to interpret material, his ability to find answers to particular questions, and other kinds of behavior appropriate to the par-

ticular type of reading on which he is being tested. Any given test can provide only a sampling of opportunities to demonstrate the behavior being tested, no test can present all the possible kinds of situations in which behavior appropriate for certain curriculum objectives could be demonstrated. The reading test, for example, cannot present all the different reading materials a student may be expected to read in his lifetime. It can only present a sample of them.

A test is reliable if it provides an adequate and representative sample of the kinds of behavior it measures However, what constitutes a representative and adequate sample of behavior depends upon the aspects of behavior to be measured. A single test is not likely to provide a representative and adequate sample of behavior for all the different sorts of purposes for which an achievement test in a particular field might be used.

To use the reading test illustration again, suppose the test is to be used to determine to what extent students are learning to interpret literary materials in comparison with their ability to apply appropriate critical standards to literary works in judging their worth For this purpose the test must include a variety of materials that give the student a chance to demonstrate various types of interpretation appropriate for various types of literary materials At the same time the test must include an adequate and representative sampling of the different types of literary works the student is expected to be able to criticize appropriately It is quite clear that the sampling for such a test should be judged in terms of whether it includes a representative and adequate sample of different types of works which the student is to interpret and of different types of works which he is to criticize, and whether the kinds of interpretation and the kinds of critical reactions are also properly sampled in the different questions the student is asked to answer

If, on the other hand, the purpose of the test is to see whether or not the students in a second-year course in English literature have gone more deeply into techniques of criticism than the first-year students, it will be necessary for the test sample to include literary works that provide opportunity for an elementary type of criticism and also works that provide adequate opportunity for more complex types of criticism And the questions in the test must permit the students to demonstrate critical reactions at both levels.

This illustration indicates that different reading tests would be required to achieve the two different purposes. Similar illustrations could be presented in every field. Hence, it is important in all cases that the achievement test provide a representative and adequate sample of the behavior involved in the particular use of the test In some cases this

may require the building of a test primarily in terms of the particular purposes for which it is to be used.

These illustrations suggest an important generalization. The uses to which the test is to be put, the data to be obtained from it, and the hypotheses it will be used to check should all be considered in constructing the test, so that the factors involved can be built into the test and the exercises can be selected to provide an appropriate sample of items for these purposes This principle has not always been recognized Persons frequently attempt to use achievement tests constructed with one scheme of sampling for purposes that require another type of sampling. This is seen, for example, in using as a test of student progress a test that is built for a relatively superficial level of development and does not sample the more complex levels. It is also seen when detailed analyses of student responses are made on a test which did not include a sample of the categories of analysis in the original specifications of the test.

In some cases tests have been used to appraise the effectiveness of the organization of the curriculum To be adequate for this purpose a test should sample the elements that are supposed to provide sequence and those that are presumed to provide integration, it should also build its exercises in terms of the organizing principles of the curriculum. This sampling is necessary if one is to discover whether the students have in fact developed sequentially and in well-integrated fashion in terms of the organizing scheme of the curriculum. The successful accomplishment of any given purpose in testing requires the use of a test in which that particular purpose has guided the sampling of the test exercises.

This paper has developed the thesis that during the last twenty-five years, in which both achievement testing and curriculum construction have been ripening into maturity, an increasingly close relation has developed between them, so that it is now possible to view achievement testing as an integral part of curriculum construction In analyzing this thesis the paper has shown that curriculum construction involves four major steps· selecting objectives, selecting learning experiences, organizing learning experiences to achieve the maximum cumulative effect, and continuing evaluation to determine how far the particular curriculum is achieving the objectives aimed at This analysis has indicated a number of places in which achievement testing may play an important role in helping to identify needs of students in the process of selecting objectives, in helping to clarify objectives, in helping to test possible learning experiences to determine their effectiveness in attaining the desired objectives, in helping to focus attention on the organization of learning experiences, in helping to test the effectiveness of given kinds

of organization, and in providing techniques by which the curriculum may be periodically evaluated.

The development in the last twenty-five years has indicated the ways in which achievement testing and curriculum construction are brought closer and closer together. It has also demonstrated that in order for achievement testing to be of maximum usefulness for curriculum construction, certain technical problems in testing must be met and solved. It is my hope that the next twenty-five years will see further development in the techniques of achievement testing and in the procedures of curriculum construction so that they may become still more closely related and so that achievement testing may make even greater contributions to the development of the curriculum Essentially achievement testing is a tool for the improvement of education Both technical and philosophical problems need to be viewed in this light

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